BIHAR AND ORISSA

IN

1935-36

BY

Rai Sahib KAILASPATI NARAYAN,

Bihar Civil Service.



SUPERINTENDENT, GOVERNMENT PRINTING,
BIHAR, PATNA.
1938.

Priced Publications of the Government of Bihar, can be had from—

IN INDIA.

The Superintendent, Government Printing, Bihar, Gulzarbagh, P. O.

(1) Messrs. Thacker Spink & Co., Calcutta.

(2) Messrs. W. Newman & Co., Calcutta.

(3) Messrs. S. K. Lahiri & Co., College Street, Calcutta.

(4) Messrs. R. Cambray & Co., 6 and 8-2, Hastings Street, Calcutta.

(5) Messrs. Thompson & Co., Madras.

(6) Messrs. D. B. Taraporevala Sons & Co., 103, Meadow Street, Fort, Post Box No. 18, Bombay.

(7) Messrs. M. C. Sirkar & Sons, 75, Harrison Road, Calcutta.

(8) Proprietor of the Newal Kishore Press, Lucknow.

(9) Messrs. M. N. Burman & Co., Bankipore.

(10) Babu Ram Dayal Agarwala, 184, Katra Road, Allahabad.

(11) The Standard Literature Co., Ltd., 13-1, Old Court House Street, Calcutta.

(12) Manager of the Indian School Supply Depôt, 309, Bow Bazar Street, Calcutta.

(13) Messrs. Butterworth & Co., Ltd., 6, Hastings Street, Calcutta.

(14) Messrs. Ram Krishna & Sons, Anarkali Street, Lahore.

(15) The Oxford Book and Stationery Company, Delhi.

(16) Messrs. Das Brothers, Nouzerkatra, Patna City.

(17) The Book Company, 4/4(a), College Square, Calcutta.

(18) Mr. K. L. Mathur, Guzri, Patna City.

(19) Messrs. Raghunath Prasad & Sons, Patna City.

(20) The Grantha Mandir, Cuttack.

(21) Babu Madan Mohan Singh, Proprietor, Messrs R. P. Sinha & Brothers, Guzri, Patna City.

(22) Messrs. Sampson William & Co., 127-B, The Mall, Cawnpur.

(23) The New Book Company, Publishers and Booksellers, 'Kitab Mahal', 192 Horby Road, Bombay.

(24) Proprietor Sareswati Pustakalaya, Booksellers and Stationers, Daltonganj, (Palamau).

(25) Messrs R. S. Tomara & Sons, Publishers and Booksellers, Opposite Fort Gate, Delhi.

(26) Messrs. Hem Chandra Neogy & Company, Bankipore, Patna.

(27) Proprietor, Kamala Book Store, Bankipore, Patna.

IN EUROPE AND AMERICA.

The Office of the High Commissioner for India, Public Department, India House, Aldwych, London, W. C. 2.

NOTICE.

THE task of preparing this book was entrusted to Rai Sahib Kailaspati Narayan, Publicity Officer, and it is now published under authority and with the general approval of the Provincial Government, but it must not be assumed that the approval extends to every particular expression of opinion.

PREFATORY NOTE.

The main portion of this volume deals with the financial year 1935-36, viz., from the 1st April 1935 to the 31st March 1936. The Government of India having intimated that the "Short summary of the Administration of the Province" in the calendar year is no longer necessary, no such summary of the administration of the Province in the calendar year ending December 1936 is, therefore, being published as an appendix to the report of 1935-36.

CONTENTS.

APPENDIX I.

APPENDIX II.

APPENDIX III.

APPENDIX IV.

LIST OF ILLUSTRATIONS AND DIAGRAMS.

ILLUSTRATION.

DIAGRAMS.

CHAPTER CONTENTS.

CHAPTER V—*concld.*

CHAPTER VI.

PUBLIC HEALTH AND MEDICAL RELIEF.

CHAPTER VII.

MAINTENANCE OF PEACE, ADMINISTRATION OF JUSTICE AND JAILS.

CHAPTER VII—*concld.*

CHAPTER VIII.

EXCISE.

CHAPTER IX.

THE LAND AND THE PEOPLE.

CHAPTER X.

AGRICULTURE, LIVESTOCK AND CO-OPERATION.

CHAPTER X—*concld.*

CHAPTER XI.

COMMERCE AND INDUSTRY.



His Excellency Sir JOHN AUSTEN HUBBACK,
K.C.S.I., I.C.S.,
First Governor of Orissa

Bihar and Orissa in 1935-36.

CHAPTER I.

(The views expressed in this Chapter are not necessarily those of the Government of Bihar.)

Political and General Events.

The Administration.

His Excellency Sir James David Sifton, K.C.S.I., K.C.I.E., I.C.S., who had re-assumed charge of the office of the Governor of the province of Bihar and Orissa on his return from leave on the 11th February, 1935, continued to administer the Province throughout the year 1935-36. The Executive Council consisted of the Hon'ble Mr. (now Sir) J. A. Hubback, C.S.I., I.C.S., and the Hon'ble Mr. Nirsu Narayan Sinha. The Hon'ble Mr. P. C. Tallents, C.S.I., C.I.E., I.C.S., succeeded the Hon'ble Mr. Hubback when he went on leave on the 24th October, 1935, and continued as such during the remaining part of the year. The Hon'ble Sir Ganesh Datta Singh, Kt., and the Hon'ble Mr. Saiyid Abdul Aziz, Bar.-at-Law, continued to be the Ministers for Local Self-Government and for Education and Development respectively, throughout the year.

The Hon'ble Sir Courtney Terrell, Kt. (Barrister-at-Law), held the office of the Hon'ble the Chief Justice of His Majesty's High Court at Patna throughout the year. There was no change in the office of any of the other Hon'ble Judges of the High Court. The term of the appointment of Mr. F. G. Rowland, I.C.S., temporary Additional Judge of the High Court, which expired in October 1935, was extended and he continued as such throughout the year. Mr. J. A. Saunders, I.C.S., who was appointed as the Second Additional Judge, took charge on the 8th December 1935, and continued to hold office till the end of the period under review.

Tours of His Excellency the Governor.

His Excellency Sir James David Sifton toured extensively in several districts of the Province during the year. In the earlier part of the year (April 1935), before the Government moved to Ranchi, His Excellency toured to Puri, where he was accorded a very warm and cordial reception by all sections of the people. The members of the Puri District Board and the Commissioners of the Puri Municipality presented addresses of welcome. His Excellency

also visited the Emar Math Library and the Puri Pilgrims Hospital. On the way back His Excellency visited Cuttack, where he inspected the site proposed for the Capital of Orissa, which was to be created into a new Province from April 1936. The Cuttack General Hospital, the Orissa School of Engineering, the Leper Asylum and the Ravenshaw College also were visited. In the first fortnight of September he visited the Sadr Hospital at Hazaribagh, opened the new Sports Ground, and, later in the month paid a visit to the Itki Sanatorium. On his way to Naterhat in October, His Excellency inspected the rural development work done by the Mesmano Village Welfare Society. In the beginning of November His Excellency returned from Ranchi to Patna. In December he visited Motihari and inspected the new site of the District headquarters of Champaran. From about the middle of January till about the first week of March 1936, His Excellency visited Dumraon, Muzaffarpur, Monghyr, Purnea and Darbhanga. His Excellency evinced a keen interest in the reconstruction of various public buildings and institutions which had been damaged by the earthquake and much of his time in these tours was spent in the inspection of earthquake reconstruction work. At Muzaffarpur he inspected the proposed road-widening and improvement schemes, the construction of the new office buildings, and performed the opening ceremony of the Dharamshala constructed by Rai Sahib (now Rai Bahadur) Tunki Sahu. At Monghyr he inspected the buildings in the Fort area. The Jamalpur workshops, the Railway colony and the Monghyr Tobacco Factory were also visited. At Purnea His Excellency visited the new site of the District Judge's Court, the Collectorate, the Reserved Police Barracks, the District Jails, the Zilla School New Site, the Protestant Church, the Sadr Hospital, the Civil Surgeon's residence, the Superintendent of Police's residence and the residences of Deputy Magistrates and Munsifs, and performed the opening ceremony of the Purnea New Club building. At Darbhanga His Excellency visited the various colonies in which the persons affected by the earthquake were temporarily housed. He also visited the area of the Darbha[illegible] Trust inspecting the general lay-out and exami[illegible] s, and plans of the different improvement schemes which the Improvem[illegible] proposed to bring into effect.

Viceroy's visit.

Their Excellencies Lord and Lady Willingdon visited Darbhanga on 30th November 1935, as the guests of the Hon'ble Maharajadhiraja Sir Kameshwa[illegible] C.I.E. In the course of the morning Their Excellencies paid a visit to th[illegible] Improvement Trust area and



Hon'ble M.. ?. C. T.L' ...

C.S ... , I C.S ,

Member, Executive Council

The streets in all the towns of the province were decorated with arches, flags and festoons. Public and private buildings were illuminated. The shop-keepers and merchants in the towns brought out the best exhibits that they had and decorated their shops as gorgeously as they could. While the rich men adorned their houses with flags, festoons, and costly illuminations, the poorest had their auspicious leaves and earthen lamps. The decoration of streets, putting up of arches and preparation for illuminations, which were in progress in all the big towns from several days before the Jubilee celebration day, drew in large crowds of villagers who filled the streets to see the illuminations in every town. The crowds that filled the streets of Patna were so dense that all traffic was brought to a stand-still for nearly two hours. At Ranchi the crowds were the largest seen in living memory and at Arrah the people organised a torchlight procession which was attended by over 15,000 people. At Muzaffarpur a procession consisting of all classes of people paraded the streets with the portrait of Their Majesties in a palanquin, which was accompanied by a large number of elephants and horses, decorated with silver and gold ornaments and embroidered velvets, and all the pomp and show which characterises a royal procession in India. The procession consisted of well over 20,000 persons. Hundreds of poor men, women and children were fed and clothed at each Subdivisional and District headquarters. School sports and other amusements were organised throughout the Province. A large number of zamindars and other well-to-do persons organised their own celebrations at their respective headquarters.

The extent to which the young folk of the Province participated in the general enthusiasm and festivity of the celebrations may be estimated by the fact that 18,000 Silver Jubilee English booklets containing short sketches of the lives of Their Majesties, with a message from His Excellency the Governor of Bihar and Orissa, were sold in the Province, and, with the profits of the venture 20,000 portraits were distributed free and 10,000 sold at reduced rates.

Several persons in the Province distributed Silver Jubilee publications of their own. Babu Ram Lochan Sharan, a well-known publisher of Darbhanga, distributed 30,000 copies of illustrated Hindi Jubilee booklet entitled "Hamare Badshah" and 59,000 copies of another small booklet entitled "Samrat Abhinandan" entirely at his own cost. Rai Bahadur Ram Ran Vijaya Singh of the Khadga Vilas Press supplied 10,000 copies of a Silver Jubilee booklet in Hindi for free distribution to school boys.

The Jubilee celebrations did not end with the decorations, illuminations and other festivities, which were held at Subdivisional and District headquarters on the 6th and 7th May. Films depicting the actual Silver Jubilee celebration in London on the 6th May, with their Majesties' thanksgiving procession to St. Paul's Cathedral, were shown in all the towns of the Province which are equipped with talking cinemas. In rural areas magic lantern parties toured for 6 to 8 weeks in May and June and entertained the villagers with specially prepared lantern slides representing the various scenes and incidents in the lives of Their Majesties and other members of the royal family with special reference to their relation with India. The Jubilee films as well as the lantern slides were shown free to the public and it is estimated that over 1 lakh of persons saw the Jubilee films at the cinema houses in the towns of Bihar and Orissa.

(B) A National Mourning.

January 1936 was a month of national mourning. The news of the death of His Majesty King George V, on 21st January 1936, plunged the whole of India in grief and in Bihar and Orissa the news overshadowed everything else. As soon as the news arrived, the shop-keepers and business-men closed their shops; there was an immediate cessation of business and sign of mourning everywhere. His Excellency the Governor, who was touring in Muzaffarpur District at that time, returned at once to Patna and general mourning was ordered till the 28th January, the date fixed for the funeral. As a tribute to King George's memory 70 guns, one for each year of his life, were slowly fired, minute by minute, from 8 A.M. on the 22nd January. Numerous meetings of condolence were held all over the Province, the most important one being held in the Bankipore Maidan at Patna on the 27th January. It was presided over by the Hon'ble Maharajadhiraja Sir Kameshwar Singh, K.C.I.E., of Darbhanga, who addressed the audience in English, the Hon'ble Babu Rajandhari Singh, President of the Legislative Council, addressed them in Hindi, and Khan Bahadur Saiyid Muhammad Ismail in Urdu. The thousands who had assembled there to pay respect to their departed Sovereign included the big personages of the Province as well as other classes of all shades of opinion. Babu Rajendra Prasad, President of the Congress, and other Congress leaders, were present, and Babu Rajendra Prasad held a meeting under his own auspices on the following day. The Congress President was criticized by the provincial Socialist group for attending the memorial meeting at Patna but this criticism evoked universal

indignation which was indicative of the complete solidarity of public sentiment.

28th January, the day of the funeral at Windsor, was observed as a day of mourning throughout the Province. Funeral services were held in churches and prayers offered in mosques and temples. A very solemn and impressive Memorial Service was held at St. Luke's Church at Dinapore where along with others, His Excellency the Governor was present. On the conclusion of the service 70 minute-guns were again fired.

In response to public feeling a meeting of the leading citizens of the Province was held at Patna on the 27th March, under the presidency of His Excellency Sir James Sifton, in order to raise a Memorial Fund and to decide on the objects to which the money should be devoted. A splendid lead was given by the Maharajadhiraja of Darbhanga, who promised a donation of a lakh of rupees, an example that was followed, according to the means of the donors, far and wide. In accordance with the resolutions carried at the general meeting of the 27th March it was decided to devote a portion of the Memorial Fund to the erection of a statue of King George V in the provincial capital and to allot the remainder, amounting to over Rs. 2½ lakhs, to the alleviation of human sufferings caused by tuberculosis in the districts of the Province.

On the 22nd January at 4-30 P.M. before a concourse of people at the western porch of the Patna Secretariat, the accession to the Throne of His Most Gracious Majesty King Edward VIII was proclaimed by the Chief Secretary in the presence of His Excellency the Governor and a distinguished gathering of officials and non-officials. A salute of 101 guns was fired.

Political and general events.

The year under report was one of comparative calm so far as political events or agitations were concerned. The Congress devoted its energies towards the recruitment of members, village organisations (notably the Village Industries Associations), the Harijan movement, the Congress Jubilee and in the adjustments of other internal affairs necessitated by the new constitutional reforms which received His Majesty's assent in August 1935.

The provincial quota for the recruitment of Congress members being a hundred thousand, special efforts were necessary to push on the recruitment. Although the full number of the quota fixed for the Province was not reached, the total number of persons

enrolled was about 78,000, and it was a matter of satisfaction to the Congress circles to know, that of all the Provinces in India, Bihar stood first in the matter of enrolment of Congress members.

Under the auspices of the All-India Village Industries Association, the Congress Committee started work in several centres in Bihar. A number of night schools, village libraries and shops were started here and there for selling articles to the villagers. An experiment of making *gur* from palm toddy was taken up in Bihar subdivision, where 1,900 trees were said to have been leased for the purpose, but ultimately the project had to be given up as the quantity of *gur* produced was inadequate in comparison with the labour and expense involved.

The Congress Jubilee celebrations aroused a good deal of interest in almost all the towns of the Province. The programmes comprised the usual *prabhat-pheris*, flag-hoisting, distribution of literature, sale of Congress flags, feeding of the poor and finally processions terminating in mass meetings at which the message of the President of the All-India Congress Committee was read and speeches delivered. In some of the towns of Bihar these processions and meetings caused large crowds to gather. The offices of the local bodies were in many cases decorated though not at public expense. There were large processions both in Patna and Bankipore and the decorations at Patna were on a more ambitious scale.

Dissension in matters of general policy between the main Congress group and the Socialists began to show itself from about April 1935. At the meeting of the All-India Congress Committee, which was held at Jubbalpur, the Congress President had some difficulty in keeping the Socialist members under control. Matters were precipitated in May when the views of Mr. Satyamurti, Secretary of the Congress Parliamentary party, in favour of office acceptance were made known to the public. Mr. Satyamurti's declaration of office acceptance caused a considerable stir among the orthodox congressmen. Mr. Satyamurti's party strongly advocated the proposal while the Socialists opposed it energetically. While at this stage it was difficult to find unanimity of opinion among the congressmen of Bihar on the office-acceptance question, the Congress politicians in Orissa seemed unanimous in their resolve to work the new constitution.

The Kisan movement in Bihar received great impetus during the year under report. Swami Sahajanand, the Kisan Sabha

leader, was most indefatigable in his energies : he toured extensively both in North and South Bihar, held numerous meetings and organised Kisan Sabhas wherever he went. He was assisted in his campaign by prominent Socialist members of the province. The professed object of the organisation being to relieve the Kisans from the oppressions of the zamindars and to remove the disabilities from which they were suffering, the movement caught the imagination of the ryots wherever the organisers went, and the Kisan Sabha became increasingly a body aiming at the elimination of the zamindari system. The misdeeds of the landlords and the inequity of the Bihar Tenancy Amendment Act, which came in force in June 1935, were freely preached. On the other side, Pandit Shivashankar Jha and Babu Gur Sahay Lal, who had been tenants' representatives in the Legislative Council during the passage of the Bill, carried on a counter propaganda in the districts visited by the Kisan leaders. They held their own meetings informing the tenants of the benefits and advantages which the new Act ensured to them.

Both the English and the Vernacular press followed with keen interest the debates in Parliament on the Government of India Bill and commented on the omission of any reference to Dominion status in the provisions of the Bill, and the statements of the Ministers in the Parliament seemed to have little effect on the public opinion in the Province. The press carried on a hostile criticism of the Government of India Act when it received the Royal assent in August 1935. Public opinion, however, settled down by and by as it understood the implications of the new constitution and the popular opinion was distinctly tending to co-operate whole-heartedly in the working of the new constitution.

The Quetta earthquake in May brought the news of the great disaster which had happened to the residents of that city. His Excellency the Governor appealed on behalf of the Quetta sufferers and the Province responded liberally to His Excellency's appeal.

The Italo-Abyssinian war, which broke out in the year, was another topic which considerably stirred Indian public opinion. The province of Bihar and Orissa sympathised entirely with Abyssinia and the propaganda carried on by the Italian community in Calcutta aroused little sympathy for Italy in this province.

Preparation for constitutional changes.

The preparation for giving effect to the constitutional changes embodied in the Government of India Act of 1935, which received Royal assent on the 2nd August 1935, consisted of three main

parts : (a) re-arrangement of the constituencies, (b) re-distribution of the number of members to be elected from each constituency, and (c) the preparation of electoral rolls for conducting the elections. As a matter of fact, the Provincial Franchise Committee, which was appointed to assist the Indian Franchise Committee in 1932, remained in being and started examining the question of delimitation of constituencies under the new constitution in January 1933. The matter was discussed three times in the Legislative Council and in April 1935, two separate committees, one for Bihar and the other for Orissa, were appointed to examine the proposals made by the provincial Franchise Committee.

The Government published its proposals in August 1935 which raised the important question as to whether the system of single non-transferable vote should be adopted in multi-member constituencies. The question was discussed by the provincial Legislative Council in the month of September and later on the Franchise Committees which met in October 1935, considered the matter along with the representations received, in detail. Finally, the proposals of the Government in respect of delimitation of all constituencies and the public criticisms on them were placed before the Indian Delimitation Committee appointed by the Secretary of State, which visited the province in the same month. The Committee included Sir Laurie Hammond, K.C.S.I., C.B.E., formerly a distinguished officer of the Province, as Chairman, and the Honb'le Sir M Venkatasubba Rao, a Judge of the Madras High Court, and the Hon'ble Sir Din Muhammad, a Judge of the Lahore High Court, as its members. Important persons like Rai Bahadur Shyam Nandan Sahay, M.L.C., Babu Chandreshvar Prasad Narain Sinha, C.I.E., M.L.C., Babu Jagjiwan Ram, President, Bihar Provincial Depressed Classes' League, and the representatives of special interests including ladies, who were competent to speak with some authority in their respective spheres, were examined orally in the public session of the Committee. The Committee also discussed the proposals with the Franchise Committees and examined them in considerable detail.

The preparation of electoral rolls according to the franchise conferred by the new Act was taken up in February 1936, but a good deal of spade work had already been done in the two preceding years. Shortly after the publication of the White Paper in 1933, the local officers were instructed to compile provincial electoral lists on the basis of Chaukidari assessments and to include the names of all Matriculates and income-tax assessees. The names of the wives of all such persons also were ordered to be included.

In urban areas also the lists were ordered to be prepared on the same lines except that in such areas the payment of Municipal tax was taken as the basis for the compilation of the lists instead of the Chaukidari tax. All these lists were revised and brought up to date in 1935 and the local Government's proposals regarding the strength of the electorate in Bihar, which were submitted to the Indian Delimitation Committee in October 1935, were based on these lists. These lists considerably facilitated the preparation of the electoral rolls which were taken up from February 1936. The lists were split up into separate groups for Muhammadans, Anglo-Indians, Europeans and general electors, which were verified locally and eventually turned into separate electoral rolls. In order that the franchise qualifications may be widely known to the residents of the Province leaflets printed in the principal vernaculars were very widely distributed throughout the Province. Hindi and Bengali translations of the summaries of the Sixth Schedule of the Act were also distributed in large numbers. The local newspapers co-operated in making the franchise qualifications known as widely as possible. The steps taken after this stage will be dealt with in the report of 1936-37.

Separation of Orissa.

The Oriyas had for many years been pressing for a separate province of their own, on the ground that although they possessed a common culture and language, they were split up into a number of separate administrative areas, in all of which they formed a small minority. They claimed that they were a distinct people with a history and tradition of their own, and that the whole of the Oriya-speaking tract should either be formed into a separate administration or amalgamated as a whole with another. Their claim was considered to be valid and Orissa was accordingly given a separate provincial status when the Government of India Act was passed in 1935.

The decision to separate Orissa from Bihar involved a number of problems which had to be solved satisfactorily before Orissa was actually separated. The re-arrangement of the territories, separation of the records and the preparation of budget, examination of laws in force in the different territories which were to be united into one, adjustment of the services, and, finally the buildings for accommodation of the new Government offices were all problems requiring the greatest care and attention. The responsibility for arranging all these details rested on the local Government and a great deal of work had to be done by the Departments of the Secretariat in order that the new Province might be inaugurated from 1st April 1936.

The preparation of the first budget of the new Province (i. e. for 1936-37) was a difficult task. In order to facilitate compilation, all the three Provinces affected prepared budgets for the areas transferred from their respective jurisdictions. These budgets were consolidated in the Province of Bihar and then submitted to the Government of India for approval.

The question of recruiting officers for the Orissa services also presented no small difficulty. The officers were drawn from all the three provinces concerned, and the conditions of services and prospects of the one considerably differed from the other.

The Government of India undertook to defray the expenses of the construction of buildings for the new Province. Until new buildings were ready, it was decided that the Governor and a part of his Secretariat should remain at Puri Government House, while the other officers, who were not required to remain at the head-quarters were temporarily housed at Cuttack.

In January 1936, an Order in Council was promulgated by His Majesty creating a separate province of Orissa. At the end of March the Legislative Council took farewell of the Orissa members, and the Hon'ble the President voiced the general feeling of Bihar in wishing the new Province a happy future. On the 1st April 1936, the separation took effect and His Excellency Sir John Hubback, K.C.S.I., C.I.E., I.C.S., was sworn in as the first Governor of Orissa by the Honb'le Sir Courtney Terrell, Chief Justice of the Patna High Court. The inaugural ceremony at the Ravenshaw College, Cuttack, was an impressive one, and greetings to the people of Orissa came from His Majesty the King-Emperor, His Excellency the Viceroy, and His Excellency the Governor of Bihar. His Majesty's massage was as follows :—

> " It gave me great pleasure as one of the earliest acts of my reign and first outcome of the Government of India Act of last year to approve an Order in Council creating Orissa as a separate province. Through my Viceroy and your first Governor I send to the Province of Orissa this message of greeting. The long cherished and natural desire of the Oriya people to be re-united after centuries of dependence upon other administrations is thus fulfilled. It is my hope and expectation that the new Province will draw inspiration from the past and will prove worthy of the historic tradition of the holy land of Orissa. To all my subjects in

Orissa, I send my cordial wishes for their happiness and prosperity."

As a result of the separation of the Orissa division, the province of Bihar was reduced in area from 83,054 square miles to 69,348 square miles, and, in population according to the 1931 census, from 38 millions to 33 millions. Some bonds between the two provinces still lingered. The Patna High Court and the Patna University continued to serve the new Province and the cadres of the Imperial Services remained joint.

Communal relations.

The relations between the Hindus and Mohammadans, unfortunately, showed deterioration during the year 1935-36. In former days the question of cow sacrifice at the *Bakr-Id* was the chief matter of friction. Under present conditions, the playing of music before mosques in Hindu processions is the chief cause of bitterness, and most of the communal clashes in Bihar during the year were due to this matter. The Hindus now organise the *Mahabiri Jhanda* processions on the same lines as the Moharram processions in which formerly they took part and these processions attract very large crowds from the villages.

The news of the firing on a Mohammadan crowd at Karachi in March 1935 excited considerable feeling among the Mohammadans, and unfortunately the 7th day of the Moharram coincided with the *Ramanavami* festival when the *Mahabiri Jhanda* processions are taken out. Although there were a few clashes, major trouble was averted in a number of places particularly in the Tirhut and Chota Nagpur divisions. Both the police and the magistracy had a difficult time in the month. In Hazaribagh and Ranchi districts several persons including policemen were injured, but there were no serious casualties. At Hazaribagh, the trouble broke out at three points on the procession route in the morning of the 12th April. On the first occasion the Mohammadans took the initiative and the subsequent disturbances were the result of retaliatory demonstrations by the Hindus.

At Ranchi the trouble arose out of the fact that the Hindus organised very much larger *Mahabiri Jhanda* processions than usual and the Mohammadans regarded it as a demonstration against their religion. Both sides were provocative and uncompromising. In the early morning of the 14th April, when a *Moharram* procession was returning, a disturbance occurred because a Hindu boy was accidentally struck by a lathi while one of the processionists was performing lathi play.

The most unfortunate communal clash, however, was that which occurred on the 4th of August at Phenhara in Champaran. There was a long-standing dispute between the Hindus and Mohammadans about a Mohammadan graveyard there and the desecration of a Hindu temple by a cow's head at the time of the *Bakr-Id* had embittered feelings. The Hindus residing in the neighbourhood of Phenhara organised a procession which was obviously intended as a demonstration against the Mohammadans. The Subdivisional Officer, however, arranged a compromise by which it was stipulated that the *Mahabiri Jhanda* processions would be taken by a route which avoided the Mohammadan *Idgah*, which was about 600 yards away from the main road. The Hindus, however, resiled from the compromise and processions moved from several directions on the *Idgah*. The Subdivisional Officer and his force of 20 armed police were gradually surrounded. The Subdivisional Officer tried to induce the mobs to go back for nearly two hours, but they were not amenable to reason. Finding the mobs determined to resist his directions, the Subdivisional Officer was compelled to open fire when his force was driven from the *Idgah* and the mob attempted to demolish and defile the mosque. The firing resulted in 12 casualties, 5 rioters being killed and 7 wounded.

In October there was a serious communal riot at Jamalpur in the district of Monghyr when the Kali procession was proceeding along the main bazar road under a police escort. When they reached a mosque, certain Mohammadans came out of the mosque and objected on the ground that they were offering prayers. This was apparently not the case, and the Sub-Inspector of Police allowed the procession to proceed after posting a cordon of constables around the procession. The Mohammadans broke through the cordon and attacked the procession. The police succeeded in dispersing the Mohammadans, but a Mohammadan who was standing on the corner of the street and selling cloth was assaulted by the Hindus and died of his injuries.

The missionary activities of the Hindu Mahasabha, directed mainly towards the reconversion of aboriginal Christians of Chota Nagpur Division, caused a certain amount of friction in Palamau district, but fortunately nothing beyond a few criminal cases occurred.

Press.

A number of English and vernacular newspapers were printed in the Province in the year 1935-36 but the papers which were most conspicuous in the field of politics were the *Searchlight* and the *Indian Nation* in

English, and the *Yogi* and *Navashakti* in Hindi. The *Searchlight* and the *Navashakti* in Bihar and the *Samaj* in Orissa advocated the orthodox Congress views while the *Yogi* stood for Congress Socialism. The *Indian Nation*, which is owned by the Maharajadhiraja of Darbhanga and the *Janak* (a Hindi newspaper, now defunct) voiced moderate public opinion, specially representing the landlords' points of view. The *Searchlight* and the *Indian Nation* frequently criticised each other over the tenancy problem, the former advocating the cause of the Kisans and the latter criticising it from the zamindars' point of view. The *Bihar Herald*, a twice weekly paper of Patna, which is an organ of the domiciled Bengali community, and the *Sentinel*, an English weekly of Ranchi, were moderate in their tone throughout the year The latter maintained an independent attitude both on political and communal subjects and while it did not hesitate to criticise the Government, was notable for the outspokenness of its attacks on the Congress.

The Karachi firing, the Silver Jubilee of His late Majesty King George V, the Quetta earthquake, the Phenhara firing, the Italo-Abyssinian war, the Delimitation Committee presided over by Sir Laurie Hammond, the Neimeyer enquiry, the Congress Jubilee and the separation of Orissa formed the chief topics of comments during the year. The *Patna Times* concerned itself chiefly with Mohammadan problems although it was also interested in general matters. Among the Urdu papers, the *Ittehad* of Patna, a twice weekly, was the organ of the Ahrar party and the *Muslim* of Patna was the organ of the United Muslim party.

The Italo-Abyssinian war loomed large for some time in the columns of both the vernacular and English newspapers and a general sympathy was aroused for the Emperor Haile Selassie and his people.

The *Jamhoor*, an Urdu paper of Patna, published an article entitled "Ramziyat" attacking Sir Md. Yakub's support of the Jubilee celebrations and its concluding portion was a direct incitement to murder. The article was withdrawn in a subsequent issue, but the publisher and the printer were required to furnish a security of Rs. 2,000 each. The paper ceased publication. The order passed against the printer was withdrawn on an undertaking being given by the keeper of the Barqui Press where the newspaper was printed.

A fresh newspaper, the *Istiqlal*, was started in the place of the *Jamhoor*. A security of Rs. 1,000 was demanded from it under

the Press Emergency Powers Act and deposited. A security of Rs. 300 was demanded from the Chandrakala Press at Hazaribagh and deposited as the press had published political matter before making a declaration before the District Magistrate.

On the whole, the general tone of the leading newspapers in the Province, though critical, was not antagonistic to Government. Government news and views were freely published and the latter part of the year showed a distinct sign of co-operation between the press and the Publicity Department of Government.

As regards the newspapers published in other provinces, which were commonly read in Bihar and Orissa, mention may be made of the *Statesman*, the *Amrita Bazar Patrika* and the *Advance* of Calcutta, the *Leader* of Allahabad and the *Pioneer* of Lucknow. The Calcutta dailies mentioned above commanded an extensive sale throughout the year, and the *Patrika* which is a favourite paper with the domiciled Bengali community interested itself in matters relating to this Province including the cause of the domiciled community whenever there was an occasion for it. The Hindi *Vishwamitra* of Calcutta and the *Bharat* of Allahabad, which command a fairly good sale in the towns of Bihar, concerned themselves more with news than with politics.

Government Publicity.

The Publicity Department of the provincial Government, which was created for the first time in October 1934, was reorganised in March 1935. As a result of it, the local newspapers and the news agencies were given increased facilities in obtaining details of the varied activities of the Government, and official communiques and press notes on important matters of public interest were issued oftener than in the previous year. Misrepresentation and criticism, where not justified, were promptly contradicted. Hundreds of articles dealing with a variety of subjects, such as constitutional reforms, rural development, finance, separation of Orissa, and other matters of political and general interest were published in the provincial and some of the All-India papers both in English and vernaculars. Good propaganda work was also done through the press to make the Provincial Industrial Exhibition held in February 1936 as representative and popular as possible. The exhibition was widely advertised all over the country and articles were sent to the British Press also. Publicity leaflets, pamphlets and booklets printed in English as well as in the vernaculars of the Province and dealing with the constitutional reforms, tenancy laws, forests and public health matters were distributed in thousands all over the Province

at frequent intervals. Special lectures were organized at a number of places both in North and South Bihar, where the amendments to the tenancy laws were explained to the Kisans, and pamphlets dealing with the subject were distributed to the audience.

The publicity scheme carried on in connection with the Silver Jubilee of His late Majesty King George V. consisted of distribution of Jubilee booklets, exhibitions of Silver Jubilee films in all towns which had talkie cinemas in the Province and magic lantern slides in the mufassil areas. Contact was maintained with the Public Information Bureau of the Government of India. Publicity matters issued by the Director of the Bureau were supplied to the newspapers and news agencies in the Province.

At the end of March 1936, the Legislative Council sanctioned a new scheme to provide instruction and entertainment to the rural masses by means of travelling cinema parties. Two parties were sanctioned for the Province. Each party was to consist of a bullock-drawn caravan on rubber tyres equipped with a cinema projector, magic lantern, gramophone, amplifier, microphone, loudspeakers, electric generating plant, films, slides, records and leaflets. The scheme was given effect to in due course in the next year.

Labour.

Unlike the previous year, there were no serious troubles in any of the industrial centres in the Province. Nor was it necessary to call out the Police or the Magistracy even on a single occasion.

Certain Trade Union organisers devoted considerable attention to Jamalpur and Monghyr and attempted to interest the labourers of the Jamalpur Railway Workshop in their organization. Friction between the different organizers developed, and prevented any definite progress in the formation of a union. At Jamshedpur the proposal to form a Labour Association to represent the whole area was mooted but this proposal was not acceptable to the Metal Workers' Union.

Owing to seasonal changes in the river, the workshop of the Digha Ghat branch of the India General Steam Navigation Company had to be shifted to another site. As the hour at which the workshop opened in the mornings remained the same, the local workers found it difficult to leave their houses earlier, and, as a protest against this arrangement, they struck work on the 9th October. But they resumed work on the next day again.

There was some unrest among the workers again in December as the Company proposed to reduce the workshop staff by 20 per cent and some of the leaders appeared to have been selected for discharge. The local manager referred the matter to the Calcutta office which had the effect of pacifying the men, but things came to a head in March 1936, when the entire workshop staff went on a strike, and there was no indication of their returning till the end of the month. Calcutta labour leaders took a leading part in keeping the strike alive, and it dragged on for many weeks without securing any benefit for the men.

To sum up the position, the year under report was one of comparative peace and good-will between the workers and the employers so far as the industrial centres of the Province were concerned. Inspite of the inflow of socialistic currents the labour leaders did not seem able to arouse much enthusiasm among the workers. On the contrary, there was reason to believe that the coming constitutional reforms attracted the attention of labour. When the Hammond Committee visited the Province in October 1935 representatives of the Metal Workers' Union of Jamshedpur and of the Coalfield Unions appeared before the Committee and argued their points of view.

Floods.

Floods are almost an annual occurrence in North Bihar. The districts generally affected are Saran, Champaran, Muzaffarpur, Darbhanga and the northern parts of Monghyr and Bhagalpur districts. On this side of the Ganges may be mentioned the districts of Shahabad, Patna and Gaya. The geographical position of the districts concerned, which is largely influenced by the river system existing in the area, is obviously responsible for the flooding. The South Gangetic districts suffer comparatively less from the frequency as well as the ravages of these floods. The district of Saran is bounded by rivers on three sides of it. While it is protected from the inundations of the Gandak, which flows on the north and the east of the district, the whole of the tract in the southern part is accessible to the spill-water of the Gogra and the Ganges which flood nearly a hundred miles of the country-side between Guthni and Sonepur. As regards the other North Gangetic districts, they are intersected by a number of hill-streams which bring in large volumes of water from the Nepal hills and flood nearly the whole of the British territory lying on the north of the Ganges in the rains. The rivers most concerned are the Sikrahna, the Bagmati, the Bur Gandak, the Kamla and the Kosi. They are all hill rivers which are constantly changing their courses. The greater

part of the country lying between North Darbhanga and the western bank of Kosi (opposite the Purnea district) is submerged under water when the rivers rise. The changes in the general level of the ground, which were caused by the earthquake of 1934, are also, to some extent, responsible for local flooding in the area mentioned above.

There was very little rain in June, and though there was general rainfall throughout the province in July it was uneven and unsteady. In the Tirhut division the fall was very heavy particularly in Champaran and North Bhagalpur and this gave rise to very exaggerated reports of floods which appeared in the newspapers. The alarmist reports were due to the fact that the new earthwork on the railway embankment between Motihari and Sugauli was damaged by the rain and settlement caused delay in the running of trains. In the Supaul subdivision of Bhagalpur flooding occurred as the Dhimra river, which now carries a large part of the Kosi water, had risen considerably. Water entered Supaul town and the train services to the north were interrupted for a time.

There was heavy rain throughout Bihar and Chota Nagpur in the first week of August. In parts of Chota Nagpur and South Bihar the rain was torrential, the Gaya district receiving over 16 inches within a week. The rainfall here and in the neighbouring upland districts of Chota Nagpur caused a good deal of flooding in Burdwan and also in the rivers flowing through Gaya district to the Ganges. Railway communications on the Grand Chord line of the East Indian Railway were interrupted for two days. The Patna-Ranchi road was badly breached in several places and a bridge at Akbarpur on the Dehri-Rohtas Light Railway and another on the Fatwa-Islampur Light Railway too were washed away. The Poonpoon and its tributaries caused some flooding in the Aurangabad and Jehanabad subdivisions of Gaya district and in the Bihar subdivision of Patna district. The iron shutter in the cultvert near Gulzarbagh station was carried away overnight and Patna itself was threatened with serious flooding, but the prompt measures taken by the Public Works Department and the Patna District Board saved the situation.

There was flooding in Champaran and North Muzaffarpur where the Sikrahna, the Bagmati, the Bur Gandak and the Gandak all rose together. The flood, however, was of short duration. The flood scheme prepared for Champaran in the previous year worked satisfactorily. Sitamarhi in Muzaffarpur district was more severely attacked. The ring bund protecting the town was

breached and the Riga Sugar Mill was flooded. But the damage was not very serious.

The floods in Orissa were slight and had no serious consequences.

The Tirhut rivers were again in flood between 6th and 10th September. In Muzaffarpur, three thanas were flooded and the railway line from Pupri to Sitamarhi was breached for two days. In Champaran the four eastern thanas were again flooded, but the floods in both the districts subsided rapidly and there was no serious damage.

There was exceptionally heavy rain in the second half of September accompanied by severe flooding in North Bihar. Rain fell throughout the week from the 16th to 23rd September over nearly the whole of the submontane tract stretching from Purnea in the east to Saran district in the west. At numerous places the rainfall during the week ranged between 15 and 25 inches. It was most unusual to have such heavy rain so late in the season. Fortunately it did not extend into the hills, otherwise, the resultant flooding would have been greatly intensified. The effect of so much local rain in a fairly narrow belt was to produce a short but intense flood which did unusual damage to communications. All roads leading out of the district headquarters of Muzaffarpur, Champaran and Darbhanga districts were breached for several days and communications by rail between Muzaffarpur and Motihari were also interrupted for one day. Relief was adequate and prompt and the rescue arrangements, which had been organised earlier in the year in anticipation of floods, worked very satisfactorily. No loss of life was reported from any district.

There was also severe flooding in parts of Purnea and North Monghyr but the areas affected were smaller.

As usual the areas visited by the floods were adversely affected. Thousands of mud houses collapsed, crops were washed away, large quantities of grains stored by the agriculturists were rendered useless, and the cattle suffered from want of fodder. The effects were most noticeable in the Tirhut division where relief had to be given both for re-construction of huts and for purchase of *rabi* seeds. To relieve the distress caused by the floods in August, Rs. 5,000 was distributed to the affected persons in Gaya and Patna districts while Rs. 6,000 was distributed in the Tirhut division. The September floods necessitated relief on a larger measure. A sum of Rs. 1,00,000 was placed at the disposal of the Commissioner of the Tirhut division for distribution as gratuitous

relief to enable the affected persons to reconstruct their houses and to buy *rabi* seeds.

The total amount distributed as *taccavi* loans in the province was Rs. 4,14,691 out of which Rs. 27,793 was advanced under the Land Improvement Loans Act and Rs. 3,86,898 under the Agriculturists Loans Act. The details are given below :—

District.	Advances under the Land Improvement Loans Act.	Advances under the Agriculturists Loans Act.	Total.
	Rs.	Rs.	Rs.
Patna division—			
Patna	...	29,372	29,372
Gaya	1,400	5,436	6,886
Shahabad	...	...	...
Tirhut division—			
Saran	...	50,080	50,080
Champaran ...	...	...	...
Muzaffarpur ...	...	43,707	43,707
Darbhanga ...	...	41,103	41,103
Bhagalpur division—			
Monghyr	500	12,115	12,615
Bhagalpur	1,500	84,682	86,182
Purnea	...	3,444	3,444
Santal Parganas ...	6,995	20,000	26,995
Chota Nagpur Division—			
Hazaribagh	...	...	...
Ranchi	2,500	...	2,500
Palamau	3,000	4,500	7,500
Manbhum ...	8,553	2,946	11,499
Singhbhum ...	1,250	69,738	70,988
Orissa division—			
Cuttack	...	...	...
Balasore	...	1,079	1,079
Angul and Khondmals ...	200	13,854	14,054
Puri	500	...	500
Sambalpur	1,395	4,792	6,187
Total ...	27,793	3,86,898	4,14,691

Economic situation.

Agriculture being the mainstay of nearly 90 per cent of the population of the province of Bihar and Orissa, the general economic condition of the people is vitally affected by the state of the harvest. The residents of Bihar were just recovering from the effects of the earthquake and the floods of the previous year, and it was expected that a year or two of successive good crops would go a long way towards improving the general economic situation of the province, but the expectations were not fulfilled. The rainfall was in general uneven, unsteady and unfavourable from the cultivators'

point of view. There was very little rain in June. In July there was heavy rain in Palamau, while it was deficient in all the other districts of the province. In August the process was just the reverse, the rainfall being above the normal everywhere except in Saran, Ranchi and Singhbhum. In September there were torrential rains throughout the province, which caused severe flooding in Patna and Tirhut divisions. The irregular and uneven rains affected the prospects of the standing crops adversely. The *bhadai* crop suffered from insufficiency of rains in the beginning. Later on it suffered from floods in Tirhut and Patna divisions and also in some parts of Bhagalpur division. The winter rice crop (Aghani) fared no better. It suffered from want of rain in June and July which retarded trasplantation, and the floods in September washed away a very large acreage of paddy in the Patna and Tirhut divisions. The complete absence of *Hathia* rains in October not only affected the general outturn of the paddy crop, but also the germination and growth of *rabi* crop owing to deficient moisture in the soil. The outturn of the *bhadai* crop was estimated at 16 per cent less than the average outturn of the preceding 10 years. The total yield of maize and autumn rice was estimated at 506,800 and 792,400 tons as against 467,900 and 923,900 tons respectively in the previous year. The average outturn of the winter rice was 29 per cent less than the average of the previous 10 years though the area under cultivation was only about 10 per cent less than the normal. The total yield was estimated at 52,245,700 cwt. as compared with 75,014,200 cwt. in the previous year. Taking Bihar and Orissa separately, conditions in Orissa, however, were on the whole, better than in the previous year. It was fortunate in having good crops and some rise in the price of agricultural produce also. But in Bihar proper there were several factors which tended to prevent the lifting of the economic depression. The September floods not only damaged the standing crops and thousands of houses which the villagers were anxious to rebuild, but in many places it also damaged most of their stored grains and seeds which they were thus unable to sell in the market. Jute and sugarcane were helpful in bringing a certain amount of cash to the cultivators with which they were able to meet their necessary expenditure and other liabilities. But jute is grown only in Champaran, Muzaffarpur, Darbhanga, Bhagalpur, Purnea, and the Santal Parganas, and the crop was deficient both in acreage and outturn. The price of sugarcane, which the Government at first fixed at 5 annas 6 pies per maund was shortly after reduced to 5 annas, but the sugarcane inspectors appointed by the Government protected



CHAPTER II.

Finance.

Financial position of Bihar and Orissa.

In spite of its considerable mineral wealth and unusually fertile soil of the Gangetic valley, the province of Bihar and Orissa is admittedly the poorest in India. The inadequacy of the financial resources of the province has, on several occasions, formed the subject of discussions by various Commissions and Committees in the past, but, so far, it has obtained little practical relief from any source. "In Bihar and Orissa", observed the Meston Committee, "the local Government is quite the poorest in India, and very special skill will be required in developing its resources. Heavy initial expenditure lies in front of what is still a new province; and there is a wholly abnormal want of elasticity about its revenues." On a consideration of this report, the Government of India exempted the province from making any contribution to the Central revenues. Land revenue forms the principal source of income in most of the provinces in India, but, in this province, the Permanent Settlement of 1793, which extends to most of the districts in Bihar proper, operates as a bar to any increase in land revenue. The extent to which this disability handicaps the finances of the province may be gauged from the fact, that had the land revenue been gradually increased on the same lines as it has been done in the temporarily-settled districts of the United Provinces, this Government would have been richer by 2¼ crores a year than it is today. Similarly the mineral resources of the province, which though considerable, contribute nothing to the provincial exchequer because the Secretary of State decided in 1880 not to assert the claim of Government to mineral rights in any of the permanently settled estates. The decision, of course, applied to all the permanently settled areas, but since the mineral resources of this province are richer than those of the other provinces in India, the loss of income to this province is comparatively greater than that of others. "The present revenues of this province", observed the Finance Member of the Government of Bihar and Orissa in his budget speech in the Legislative Council in February 1936, "are insufficient for its large population and there is little or no chance of increasing its revenues by further taxation, and, therefore, th[illegible] ...ncial hope that the province has i[illegible]

financial settlement which will take into consideration the dense population of the province ". The incidence of revenue per mille in the various provinces in India, which is based on the budget figures for 1935-36, shows that the province of Bihar and Orissa takes the lowest place in the category.

Province.	Revenue per mille.
	Rs.
Bombay	6,660
Burma	5,310
Punjab	4,474
Madras	3,528
Central Provinces and Berar	3,099
Assam	2,453
United Provinces	2,425
Bengal	2,200
Bihar and Orissa	1,409

The incidence of revenue in Bihar and Orissa is much less than even half of the average of the other provinces.

The budget of 1935-36.

The budget estimates for 1935-36 were revenue Rs. 5 crores 31 lakhs and expenditure charged to revenue Rs. 5 crores 45 lakhs or 19 lakhs more than the expenditure for the preceding year. The estimates of 1936-37, only for the province of Bihar, were revenue Rs. 4 crores 71 lakhs and expenditure charged to revenue Rs. 4 crores 82 lakhs : i.e., the expenditure exceeds revenue by 11 lakhs. The local Government opened the year 1935-36 with a balance of 46,84 Rs. (including 18,17 Rs. in the Famine Relief Fund and 8,43 Rs. in the Road Development Account), which was 1,49 Rs. more than the opening balance of the previous year. The main feature of the budget was the full restoration of the normal annual grant to local bodies for primary education with regard to which a cut of Rs. 3 lakhs 40 thousand had been imposed since 1932-33 on account of financial stringency. As the year 1935-36 progressed, both revenue and expenditure showed an increase over the estimate and in the revised estimates they were placed at 5,53,96 Rs. and 5,60,95 Rs.,

respectively. The net result of the year's transactions was that the closing balance of the year 1935-36 was expected to be Rs. 64,85 made up as follows:—

	Rs.
Ordinary balance	25,21
Famine Relief Fund	17,39
Subvention from Central Road Development Account	10,04
Grants from Imperial Council of Agricultural Research	10
Other grants from the Central Government	12,11
Total ...	64,85

Improvements in the revenue, which began in the year 1935-36, continued during the course of the current year. The main reasons for these improvements were the receipts from the Government of India of 11¼ lakhs on account of the half share of the export duty on the Jute grown in the province, increased receipts of 10 lakhs under Excise and 12 lakhs under Stamps. But side by side, expenditure also increased and it was expected that expenditure chargeable to revenue would amount to 5,58,76 Rs. or 13½ lakhs more than the original estimate of 5,45,30 Rs. The most important items of increased expenditure are 1,66 under jails owing to a larger jail population and the higher prices of grain and 8 lakhs under Civil Works due to supplementary grants sanctioned in August session. There was also an increase of 53 thousand under Famine as it was found necessary to grant relief in North Bihar to sufferers in the floods whose finances had been crippled by the earthquake, and of 1,25 under Miscellaneous as a result of losses incurred on the transactions entered into by Government in North Bihar to prevent profiteering in bricks.

Earthquake expenditure.

The actual cost of making good the damage done to Government property in Bihar by the earthquake of 1934 was estimated at just over one crore, one half to be borne by the Central Government and the other half by the provincial revenues. The work of reconstruction was not limited only to the restoration of the exact pre-earthquake conditions. Several new houses were also constructed to

accommodate officers who were previously housed in leased buildings. The Government of India shared half the cost in these cases as well. In his budget speech in February 1935, the Hon'ble Finance Member summarised the position as follows:— "The Government of India have met in 1933-34 expenditure amounting to 9¾ lakhs. It is estimated that they would be required to meet 66 lakhs in 1934-35 and expenditure amounting to 101½ lakhs in subsequent years, i.e., the Government of India are likely to have to meet a total expenditure of 177 lakhs. The local Government themselves (leaving aside the money which they have borrowed for the purpose of advancing loans) have met in 1933-34 final expenditure amounting to 3 lakhs and it is expected that in 1934-35 and subsequent years they will have to meet final expenditure of 66 lakhs while they have suffered a loss in revenue of 6 lakhs."

Stamps.

The revenue under the Stamps and Court-fees Acts amounted to Rs. 1,17,45,274 against Rs. 1,14,17,379 in the preceding year, showing a total increase of Rs. 3,27,895. The total charges were Rs. 3,03,722 against Rs. 3,01,368 of the previous year. The net revenue stood at Rs. 1,14,41,552 in the year 1935-36, showing an increase of Rs. 3,25,541 over the previous year.

There was a net increase of Rs. 2,58,116 in the receipts from the sale of Court-fee Stamps and of Rs. 7,595 from the sale of stamps for copies. The increase in revenue was general excepting the districts of Darbhanga, the Santal Parganas, Sambalpur, Palamau and Manbhum and was due to the institution of a larger number of suits of higher values and to the settlement operations going on in Singhbhum District.

The sale proceeds of non-judicial stamps showed a net increase of Rs. 62,436 during the year. The increase which was shared by all the districts, except Shahabad, Bhagalpur, Monghyr, Purnea, Puri and Muzaffarpur, was due to increase in the number of documents registered and licenses issued under the Motor Vehicles Taxation Act as well as to the number of legal practitioners enrolled in Patna and in Orissa.

The deficit duty and penalty levied on insufficiently stamped documents was Rs. 1,459 as against Rs. 1,341 of the previous year. The total number of licensed stamp-vendors during the year was 1,064 against 1,059, in the preceding year, and the amount of discount allowed to them increased by Rs. 2,096 on account of the increase in stamp revenue.

The following budget estimates for the year 1935-36 were passed by the Bihar and Orissa Legislative Council in February, 1935 :—

REVENUE AND RECEIPTS.

		Budget, 1935-36. Rs.
II.	Taxes on income	1,45
III.	Salt	1,00
V.	Land Revenue	1,77,78
VI.	Excise	1,33,00
VII.	Stamps	1,11,50
VIII.	Forest	8,30
IX.	Registration	14,00
XIII.	Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept	20,08
XIV.	Irrigation, Navigation, Embankment and Drainage Works for which no capital accounts are kept	1,09
XVI.	Interest	7,51
XVII.	Administration of Justice	4,83
XVIII.	Jails and Convict Settlements	4,30
XIX.	Police	1,85
XX.	Ports and Pilotage	3
XXI.	Education	7,26
XXII.	Medical	2,10
XXIII.	Public Health	2,42
XXIV.	Agriculture	3,40
XXV.	Industries	2,43
XXVI.	Miscellaneous Departments	81
XXX.	Civil Works	7,48
XXXII.	Transfers from Famine Relief Fund ...	...
XXXIII.	Receipts in aid of superannuation	1,00
XXXIV.	Stationery and Printing	2,34
XXXV.	Miscellaneous	3,30
XXXIX-A.	Miscellaneous adjustments between the Central and Provincial Governments	12,16
XL.	Extraordinary Receipts	...
	TOTAL REVENUE	5,30,92

Expenditure charged to Revenue for the year 1935-36.

EXPENDITURE.	Budget. Rs.
3. Salt	2
5. Land Revenue	14,68
6. Excise	17,43
7. Stamps	2,03
8. Forest	7,77
8-A. Forest—Capital out-lay charged to revenue ...	29
9. Registration	6,41
14. Interest on Irrigation works for which capital accounts are kept	20,44
15. Irrigation Revenue Account—Other Revenue expenditure financed from ordinary revenues	3,88
16. Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage Works charged to revenue	10
19. Interest on ordinary debt	3,71
20. Interest on other obligations	1,05
21. Appropriation for reduction or avoidance of debt	5,40
22. General Administration	75,96
24. Administration of Justice	39,89
25. Jails and Convict Settlements	17,32
26. Police	84,98
27. Ports and Pilotage	2
30. Scientific Departments	34
31. Education	84,62
32. Medical	26,43
33. Public Health	12,76
34. Agriculture	15,24
35. Industries	8,64
37. Miscellaneous Departments	66
41. Civil Works	43,30
43. Famine	53
45. Superannuation allowances and pensions ...	41,99
45A. Commutations of pensions financed from ordinary revenues	...
46. Stationery and Printing	7,78
47. Miscellaneous	1,60
51. Contributions to the Central Government by Provincial Government	...
51A. Miscellaneous adjustments between the Central and Provincial Governments	...
52. Extraordinary payments	8
TOTAL EXPENDITURE CHARGED TO REVENUE ...	5,45,30

Out of the total provincial revenue of Rs. 5¼ crores no less than four-fifths is derived from three heads, namely, land revenue (Rs. 1,78 lakhs), excise (Rs. 1,33 lakhs) and stamps (Rs. 1,11 lakhs).

Sir Otto Niemeyer's proposal.

Sir Otto Niemeyer, G.B.E., K.C.B., had been instructed by His Majesty's Government to report on the financial adjustments considered advisable between the Government of India and the Provincial Governments, under the Government of India Act, 1935. The memorandum prepared by the local Government on the financial position of the province was placed before him. He discussed the financial problems of the province with His Excellency the Governor at Calcutta in February 1936 and also with representatives of this Government at Delhi in March 1936. In order to represent the needs of Orissa more efficiently, the local Government submitted a special memorandum to Sir Otto dealing with that province. The results of his enquiries were published on the 1st May 1936. Although he did not accept the proposals submitted by the local Government in their entirety, he recommended some measure of financial assistance to the province. According to his recommendations which were accepted, the approximate amount of annual budgetary relief, which Bihar may except from the date on which Provincial Autonomy commences, is Rs. 25 lakhs irrespective of the ultimate allocation of taxes on income.

CHAPTER III.

The Legislature.

Sessions of the Council.

As usual, two sessions of the Council were held during the year, one at Ranchi in August-September 1935, and the other at Patna in January—March 1936. There were 34 meetings in all; 10 were devoted to general discussion of the budget and to the voting of demands; non-official business took 11 meetings and the remainder were devoted to the transaction of official business. The Hon'ble Babu Rajandhari Sinha and Rai Bahadur Lakshmidhar Mahanti continued to be the President and the Deputy President, respectively, of the Legislative Council throughout the year. There was no change in the grouping of parties in the Council, and the beneficial legislations, which were passed during the year, formed a satisfactory feature of the year's work of the legislature.

Eight bye-elections were held during the year to fill vacancies in the Indian Mining Association and the general constituencies. Of these, only one was contested.

In view of the Provincial Autonomy, which was to come into force from 1st April 1937, the life of the Council was extended by His Excellency the Governor for a further period of one year with effect from the 19th January, 1936.

Legislative business.

Altogether five Bills were passed by the Council during the period under review, the most important of which was the Bihar and Orissa Co-operative Societies (Amendment) Bill, 1935. The Bill provided for safeguarding Central Co-operative Banks and registered societies from being forced into liquidation by empowering the Registrar to sanction compromises and arrangements agreed upon between registered societies and their creditors. The Indian Forest (Bihar and Orissa Amendment) Bill, 1935, which had been introduced by Government on the 25th February 1935 and referred to a select committee on the 26th August was passed by the Council on the 6th September 1935. The object of this Bill was to give power to the local Government to prevent illicit cutting of trees and removal of forest produce in reserved and protected forests with a view to safeguarding future yields. The Bihar and Orissa

Public Safety (Extending and Amending) Bill, 1936, which was designed to extend the period of the duration of the Bihar and Orissa Public Safety Act, 1933, for a further period of five years, and to omit the provisions dealing with imposition of collective fines and mock-funeral ceremonies was introduced and passed on the 9th January, 1936. The Bihar and Orissa Village Administration (Amendment) Bill, 1936, was introduced on the 10th January, 1936, and passed on the same day. It empowered the local Government to dissolve a grossly incompetent or factious union board and to order a fresh election in order to give the new board an opportunity to see whether it could administer the affairs of the Union more satisfactorily. The Bihar and Orissa Municipal (Amendment) Bill, 1935, was introduced in the autumn session of 1935 and passed by the Council in the winter session of 1936. With a view to better administration and control of the affairs of the municipalities which were now in the hands of non-official executives in all the districts except a few, it was considered necessary to amend certain sections of the Municipal Act. The main features of the amendments were (*a*) to make it obligatory on the municipal commissioners, if so directed by the local Government by notification, to impose a latrine-tax at such rate as might be specified in the notification, (*b*) to restrict the power of the municipal commissioners to decrease the rate of any tax levied by them in the municipality, and (*c*) to empower the local Government to dissolve a municipal board and to order a fresh election instead of superseding the board if the board had persistently failed to perform its duties.

Ten other Bills, which are dealt with in the following paragraphs, were introduced in the Legislative Council during the year but could not be finally passed.

(1) The Bihar and Orissa Cess (Amendment) Bill, 1935 :—It was introduced by the Government on the 28th August, 1935, and circulated for eliciting public opinion thereon on the same day. It was referred to a select committee on the 29th February, 1936. The object of the Bill was to remove certain defects in the existing method of assessment of local cess on coal mines in order to secure a reasonably stable income from the local cess on collieries to enable the services, which the presence of a considerable industrial population in the colliery areas requires, to be provided by the responsible local bodies. The Bill aimed at placing the power of fixing the rate of local cess on " notified mines " in the hands of the local Government, leaving the power in respect of all other assessable properties with the district boards concerned.

(2) The Manbhum Road Board Bill, 1935 :—It was introduced by Government on the 28th August, 1935, circulated for eliciting public opinion on the same day, and referred to a select committee on the 29th February, 1936. The object of the Bill was to constitute a Road Board to take charge of the roads in the colliery areas of Manbhum.

(3) The Orissa Tenancy Amendment Bill, 1935 :—Babu Godavaris Misra, M.L.C., introduced this Bill on the 3rd September 1935, and it was circulated for eliciting public opinion thereon on the same day. Almost all the amendments in the Bill were framed on the lines of the amendments contained in the Bihar and Orissa Tenancy (Amendment) Act of 1934, the only difference being that it was proposed therein to protect the *Miadi Sarbarakars* from the risk of being ejected from their tenures.

(4) The Bihar and Orissa Municipal (Amendment) Bill, 1935 :—It was introduced by Maulavi Saiyid Muhammad Hafeez, M.L.C., and circulated for public opinion on the 3rd September, 1935. The Bill provided for the exemption of places of public worship, religious assemblage, *dharamsalas* and mortuaries, etc., from the payment of latrine and water taxes.

(5) The Orissa Tenancy (Amendment) Bill, 1935 :—The Bill was introduced by Rai Bahadur Loknath Misra, M.L.C., and circulated for eliciting public opinion thereon on the 3rd September, 1935, and sought to save properties held as joint-tenure by providing facilities to the tenure-holders to have their tenures separated from the joint-tenures.

(6) The Bengal Land Revenue Sales (Amendment) Bill, 1935 :—Introduced by Maulavi Saiyid Muhammad Hafeez, M.L.C., this Bill was circulated for eliciting public opinion on the 3rd of September, 1935, and referred to a select committee on January 14th, 1936. The object of the Bill was to amend sections 6 and 7 of the Act in order to provide for information being given to the defaulting proprietors of an estate to be sold on account of arrears of revenue.

(7) The Bihar and Orissa Municipal (Amendment) Bill :—This Bill, which was introduced by Babu Ramanugrah Narayan Singh, M.L.C., on the 13th January, 1936, was intended to debar a member of any legislative body, constituted under the Government of India Act, 1935, from becoming a commissioner of a municipality.

(8) The Bihar and Orissa Local Self-Government (Amendment) Bill :—This Bill was also introduced by Babu Ramanugrah Narayan Singh, M.L.C., on the 13th January, 1936 and was intended

to debar a member of a legislative body constituted under the Government of India Act, 1935, from becoming a member of a District Board or a Local Board, and also a member of one Local Board from becoming a member of another Local Board.

(9) The Hazaribagh Mines Board Bill, 1936 :—The Bill was both introduced by Government and referred to a Select Committee on the 29th February, 1936. It sought to establish a Board to look after the problems of sanitation, water-supply, housing, etc., in the colliery areas of the district of Hazaribagh.

(10) The Bihar Agriculturists Relief Bill, 1936 :—Introduced and circulated for public opinion on the 24th February, 1936, the Bill proposed certain measures to relieve the burden of indebtedness among the agriculturists.

The report of the select committee which had been appointed to report on the Bihar and Orissa Musalman Waqf Bill, 1933, about two years before, was submitted to the Council on the 3rd September 1935, and considered on the 13th of January 1936, but was ultimately negatived.

To prevent their lapse, motions for the continuance of the following Bills were adopted by the Council on the 15th January, 1936 :—

(1) Bihar and Orissa Local Self-Government (Amendment) Bill, 1935. (Bill no. 5 of 1935.)

(2) Bihar and Orissa Municipal (Amendment) Bill, 1935. (Bill no. 4 of 1935.)

(3) Bihar and Orissa Municipal (Amendment) Bill, 1935. (Bill no. 8 of 1935.)

Resolutions.

Out of 90 resolutions, of which notices were given, no fewer than 82 resolutions, on matters of general public interest, were tabled for discussion as against 100 in the previous year and 75 in the penultimate year. Only 24 resolutions, however, were taken up by the Council, of which 3 were carried, 17 withdrawn, 3 negatived and 1 talked out. All the three resolutions, which were carried, were moved by non-official members of the Legislative Council and evoked considerable enthusiasm during their discussion. The first one related to the proposal to construct a new railway line called the Chakia-Trans-Gandak-Sidhwalia Chord Line across the Gandak connecting the districts of Saran and Champaran; the second urged a grant for improvement of communication in sugarcane-growing districts, and the third, which was the most important of all, related to the financial settlement for Bihar as well as for Orissa after separation.

The scheme for the construction of the Chakia-Trans-Gandak-Sidhwalia Chord Line had been mooted out as early as 1928, but nothing had yet been done as the Railway Board were not willing to undertake the work unless the Provincial Government were prepared to bear the interest if the project proved unprofitable. It was stressed in the debate that the project was not only necessary in the interest of public convenience, but for administrative purposes also. Moreover, the new line would open up the most densely populated and fertile area of the Nepal Terai which would facilitate traffic of sugarcane and paddy to the factories on this side of the Gandak and thereby increase the income of the Railway Company. It was also pointed out that as the Bagha bridge had already been washed off and the Sonepur bridge was now not considered very safe, communication between Bihar and the United Provinces districts was likely to be seriously hampered unless the extension proposed were constructed. In replying to the debate the Hon'ble Finance Member explained that the Provincial Government were not in a position to give the guarantee required by the Government of India. There was, however, a long and interesting debate on the subject, which resulted in Government promising to impress upon the Government of India once again the necessity of the proposed extension. The resolution was adopted without division.

The resolution recommending that the local Government should move the Government of India to make a grant of 25 per cent of the sugar excise-duty raised in this province for the improvement of communications in the sugarcane-growing districts of Bihar was adopted without division. The main argument advanced in support of this resolution was that the increased cart-traffic on the roads, in the rural areas, had deteriorated both the metalled and unmetalled roads and had created a dust nuisance which was seriously affecting the health of the cultivators. The resolution aimed at allowing the carters to use the metalled portion of the road by extending their mileage and breadth, which would help the bullock-carts not only in carrying a greater weight to the sugar-factories in a much shorter time but also in greatly ameliorating the existing conditions.

The third resolution, which received the unanimous support of the Council, recommended that the local Government should convey to Sir Otto Niemeyer, the request of the Council for a satisfactory and equitable financial resettlement for Bihar and the new province of Orissa. The mover of the resolution dwelt upon the poverty of the province and outlined the various handicaps standing

in the way of increasing its revenue. The whole financial history of the province since its inception in 1912 was reviewed very lucidly and it was emphasised that in order to enable the province to come up to a standard of administration equal to the standards of other provinces it was essential to place adequate resources at its disposal. The Hon'ble the Finance Member expressed his gratitude to the mover for this resolution and said that the support of the House would enable the local Government to put their claim for financial relief more forcefully before Sir Otto.

Among the resolutions withdrawn, two deserve special mention. One was about the appointment of the natives of the province in the Bihar and Orissa Circle of the Postal department of the Government of India, which was withdrawn after a good deal of discussion, when the Hon'ble Finance Member undertook on behalf of Government to forward a copy of the proceedings of this resolution to the proper authorities. The second one recommended that in view of the very hard times confronting the tenants in the province, the tenancy law should be so amended as to provide a remission of the enhancements which had been made in the existing rents. The mover of the resolution withdrew it later on as the resolution was technically defective.

As regards the resolutions which were negatived, it should not be assumed that they were all unimportant. Of the three resolutions which were negatived, one urging the fixation of different prices for sugarcane at different periods of the crushing season, and another demanding extension of the life of the Union Committees from 2 to 3 years excited lively debates between official and non-official benches. Divisions were claimed with the result that the former was lost by 15 votes against 24 and the latter without being pressed to a division.

Besides the above resolutions, three special motions were moved and adopted during the year under review. The matters discussed were (1) Scheme for economic development and improvement in rural areas, (2) Delimitation of constituencies for Bihar and Orissa, and (3) Indian Delimitation Committee's Report. The recommendations of the Indian Delimitation Committee were keenly debated upon and various amendments were suggested, but ultimately, the motion was not put to vote.

Notices of four adjournment motions were received during the year to discuss matters of urgent public importance. One of these was disallowed by the Hon'ble the President and one by His Excellency the Governor. Both of these related to the appointment of a commission of enquiry in the Phenahara firing. The other two motions were discussed and finally withdrawn.

Questions.

The privilege of interpellation in order to extract details regarding matters of general administration from the Government is fully utilised. This is evident from the number of questions which are coming in larger numbers every year. There were notices of 534 questions during the year under report as against 423 of the previous year. Out of these 476 questions were answered, 46 questions were disallowed, 2 lapsed, 6 were withdrawn and 29 remained pending at the close of the year. In addition, 330 supplementary questions were put against 483 of the preceding year.

Budget discussions.

As usual the budget for the year following (1936-37) came up for discussion in the Council session of February 1936, and, as Orissa was going to be separated from 1st April 1936, the budget estimates for residual Bihar had a significance of their own. The Hon'ble Babu Nirsu Narayan Singh, Finance Member, introduced the budget on the 24th February 1936, and made an interesting speech describing the financial position of the Province with special reference to the effect, which the separation of Orissa and the earthquake reconstruction works which were still continuing were likely to have on the resources of Bihar. The presentation of the budget took one day and two days were devoted to the general discussions, while the voting on demands for grants occupied seven days. There were 202 motions for reduction or omission of budget demands, of which 29 were actually moved. 1 was carried, 11 were rejected and 17 withdrawn. The remaining motions could not be moved partly for want of time, and partly as the members concerned subsequently changed their minds. Apart from the main budget, there were as many as 72 supplementary demands and 3 demands for excess grants, all of which were voted by the Council.

While presenting the budget, the Hon'ble Finance Member described at the very outset the main features of the first budget of Bihar and explained the changes that had been brought about in its form, on account of the separation of Orissa. Reviewing the various aspects of the finances in the year 1934-35, the Hon'ble Member said that he had anticipated a closing balance of 26 lakhs only, but owing to an unexpected increase in the receipts from Excise, Land Revenue, and Stamps, the year actually closed with a balance of 38 lakhs, i.e., an improvement of 12 lakhs. As the increase of revenue under those heads continued in 1935-36, the revised estimate of revenue for the year was more by 23 lakhs than the original budget. Attributing a part of the increases to accounting changes and the receipts from the Road Fund, he

pointed out that the true increase of revenue in the revised over the current was only 16 lakhs. Side by side with this increase in revenue, steps were taken to restore some of the items on which expenditure had been reduced during recent years to balance the budget. As the revenue improved, supplementary demands were put forward and in the revised estimate of 1935-36, therefore, expenditure charged to revenue increased by more than 13 lakhs. The most important items of increased expenditure were under jails, civil works, and for flood damage repairs and works connected with ordinary maintenance. On the whole, the expenditure increased by 13 lakhs in the revised estimate, and it was estimated that the province would end its life with a closing balance (excluding balances of grants from the Government of India) of 42½ lakhs including 17½ lakhs in the Famine Relief Fund. The figures given above should not, however, be taken as an indication that the assured revenue of the province is sufficient to meet its necessary expenditure. Increased Excise revenue could not be relied on and the balances were only in the nature of a wind-fall. Larger sums were borrowed in the year 1935-36 to finance the cost of earthquake reconstruction and the Hon'ble Finance Member stressed the fact that a total revenue of about 5½ crores was wholly insufficient for the minimum requirements of the province. He observed—"Every expenditure head has been starved, money for new schemes has been practically non-existent for many years and heavy retrenchments are still in force." Recurring commitments were kept at a minimum and the standards of expenditure urgently needed revision. He wished to press strongly before Sir Otto Niemeyer the claim of Bihar for a better financial adjustment and to request him to see that both Bihar and Orissa were given resources to raise their existing standards.

Coming to the budget of 1936-37, the Hon'ble Finance Member first dealt with the distribution of the balance of 1935-36 between the two provinces of Bihar and Orissa. Out of the ordinary balance and the balance of the Famine Relief Fund, both amounting to Rs. 42 lakhs and 55 thousand, Orissa gave up its share because Bihar undertook to pay all the pensions allowed before separation. Out of Rs. 9 lakhs and 29 thousand, which represented the balance in the subventions from the Central Road Development Fund, Rs. 1 lakh and 57 thousand was already earmarked for expenditure on certain projects, and therefore, Orissa was allowed 10 per cent only on the remaining sum of Rs. 7 lakhs 72 thousand. Further there was the balance of 9 lakhs and 25 thousand, which was received from the Central Government in the shape of other grants

to be divided. Research schemes, however, remained joint and Orissa had nothing to do with Sugar Excise. Therefore the only grant that needed division was the grant of Rs. 8 lakhs 21 thousand received for rural and economic development. Out of this, a certain sum had already been advanced to the Commissioner of Orissa, and a further sum of Rs. 22,500 was allowed. One cannot avoid taking a bird's eye view of the financial position of Bihar at this point when both the provinces are now finally drifting away from each other. Beginning its separate existence with an opening balance of 42 lakhs and 55 thousand (excluding balance of grants from the Government of India), the province of Bihar was expected to be slightly better off than the old province of Bihar and Orissa. Orissa gets 94 lakhs as revenue and 90½ lakhs as expenditure charged to it. On this account Bihar is 3½ lakhs worse off, but since Orissa is to pay 11 lakhs to Bihar annually under various heads, it may be concluded that Bihar will be better off after the separation by about 7¾ lakhs.

Turning to the budget proposals for 1936-37, the Finance Member estimated the revenue at 4 crores, 70 lakhs, and 24 thousand as compared with the previous year's figure of 5 crores 31 lakhs, and the total expenditure charged to revenue at 4 crores 86 lakhs and 73 thousand as compared with the previous year's figure of 5 crores 45 lakhs. The increase in the estimated revenue over the revised estimate for 1935-36 was 10½ lakhs, which was due mainly to increased receipts from stamps, forest and an anticipated share of 10 lakhs in the jute export duty. The estimated increase of Rs. 19 lakhs in expenditure in 1936-37 over the expenditure-estimate of the previous year was accounted for mainly by the increase of 6 lakhs and 9 thousand under the provisions of interest on ordinary debt and appropriation for the reduction of debts, 7½ lakhs for Civil works, 5 lakhs and 25 thousand for Superannuation charges, 1¾ lakhs for Education, 1 lakh for Agriculture, 50 thousand for Medical, 80 thousand for Miscellaneous Departments and 20 thousand for Industries. Out of these about 4½ lakhs was offset by reductions under Police, Irrigation, Land Revenue, General Administration and Jails. Provision for new schemes in the budget amounted to 18 lakhs and 12 thousand—of this sum 7 lakhs and 6 thousand represented expenditure in the reserved departments and 11 lakhs and 6 thousand in the transferred departments; 3 lakhs and 74 thousand represented recurring expenditure. No taxation bill was brought before the Council in connection with the budget for 1936-37. The Finance Member, however, anticipated that due to certain receipts under the Capital heads, the year would close with a balance (excluding balance of Government

grants) of 42 lakhs 20 thousand of which 20 lakhs 34 thousand would be ordinary free balance.

Voting on demands for grants.

As already stated before, out of 202 motions which had been tabled for reduction of individual demands or omission of certain items included in such demands, only one dealing with "Co-operative credit" under "34-Agriculture—Transferred" was carried. The mover, Babu Radha Prashad Sinha, drew the attention of the House to the fact that Government had failed to give effect to the recommendations of the Bihar and Orissa Committee on Co-operation regarding the establishment of a land mortgage bank in the province to combat the problem of rural indebtedness, and moved for a token cut of Re. 1 from the provision of Rs. 2,64,338 which was provided in the budget under the head "Co-operative Credit". In a lengthy speech, which he delivered in moving the motion, the mover described the extent to which the villagers were likely to be benefited by the scheme and urged upon the Government to take up the matter without any delay. The Education Secretary opposed the motion on behalf of the Government and explained the difficulties that lay in the way of launching the new scheme of land mortgage bank. He pointed out that the scheme involved two very difficult and complicated preliminaries, viz. (1) valuations of the land belonging to debtors, and (2) verification of titles. In order to carry on the scheme efficiently a very large and competent staff would be required and the Government were unable to take it up at the time on account of financial stringencies. In support of his argument the Education Secretary referred to the views expressed by the Royal Commission on Agriculture, that "a land mortgage bank should only be organised after a most careful preliminary enquiry" and "in no circumstances should any attempt be made to hurry such institutions into existence to meet a popular demand". The argument that the Co-operative Department should deal with land mortgage banks was only one side of expert opinion and Government did not want to over-burden the department with an additional task which might add to its own existing difficulties. The general sense of the House was in favour of the motion and when put to vote, it was carried by 39 ayes against 25 noes.

Supplementary demands.

There were 72 supplementary demands and 3 excess demands, all of which were carried. One of these demands at the Ranchi session in September, 1935, which was for a supplementary grant of Rs. 602 under "24-Administration of Justice—Civil and Sessions Courts" evoked

heated discussions from the non-official benches. The grant moved for was necessitated by the proposal to create three posts of additional District and Sessions Judges out of which two were to be filled up by members of the Indian Civil Service and one from the bar. It was contemplated to increase the number of regular Judges at the instance of the High Court, with a view to improving the standard of criminal work at present being dealt with by Subordinate Judges acting as Additional Sessions Judges. The main argument in favour of the proposal was that the employment of these officers as Assistant Sessions Judges had resulted in a serious deterioration of Sessions work, since many of them had insufficient training for Sessions work and the pre-occupation of senior Subordinate Judges with criminal work had relegated a large percentage of important Civil litigation to inexperienced junior officers. There was a storm of opposition against the demand and Government were severely criticised for casting an aspersion on the merits of the senior members of the Provincial Judicial Service. The Chief Secretary on behalf of Government allayed the misapprehensions of the House and assured the hon'ble members that Government had no intention to cast aspersions on the Judicial service either individually or collectively. The demand was ultimately passed by 43 against 34.

Farewell to Orissa Members.

On the 28th March 1936, the Hon'ble the President made a touching speech in which he bade farewell to the Oriya members of the Legislature before reading out the order of prorogation of the Council. Addressing them on behalf of the Bihari members generally, the President expressed the sorrow which every member felt at the separation and wished the new province all happiness and prosperity in the future. Rai Bahadur Lakshmidhar Mahanti, Deputy President, replying on behalf of the Orissa members, thanked the President for his very kind remarks, and Rev. Brajananda Das while concluding the discussions of the day associated himself with what the Rai Bahadur had said and hoped that the tie of friendship and brotherliness, which had existed between Bihar and Orissa for so long a time, would continue even after the separation.

Condolence motion on the death of His late Majesty, King George V.

The death of His late Majesty King George V, who died on January 21st, 1936, after a long and prosperous reign of nearly 26 years and celebrating the Silver Jubilee in the previous year, was received with universal sorrow throughout the Province. When the Council met on

the 22nd of February, 1936, a general sense of deep sorrow prevailed in the House. An austere calm pervaded the Council Chamber when the Hon'ble Babu Nirsu Narain Sinha moved the condolence motion to mourn the sad death of His late Majesty King George V. He was followed by the Hon'ble Mr. Sachchidananda Sinha, the Hon'ble Mr. P. C. Tallents, Babu Chandreshwar Prasad Narayan Sinha and others—all of whom paid very glowing tributes to that great soul and recalled the various qualities with which the name of the deceased King Emperor was associated. The motion which was carried unanimously, all the hon'ble members standing, ran as follows :—

"The Bihar and Orissa Legislative Council do place on record the expression of its profound sorrow at the death of His late Majesty King George V, Emperor of India, and its deepest sympathy with His Majesty King Edward VIII, Emperor of India, Her Gracious Majesty Queen Mary and the Royal family in their great bereavement, and do convey to His Majesty, on his accession to the throne, its respectful homage and loyalty, and further request the Hon'ble the President to transmit the resolution of the Council through the proper authorities to His Most Gracious Majesty, the King Emperor".

Deaths.

Three of the sitting members of the Legislature, (1) Rai Sahib Sriballabh Das, (2) Mr. Saiyid Moin-Uddin Mirza, and (3) Mr. S. M. Cassim, and three of the ex-members, viz., (1) Babu Madhaveshvarendra Sahi, (2) Chaudhuri Raghunandan Prasad Sinha, and (3) Chaudhuri Bhagawat Prashad Samantarai Mahapatra, died during the year. Warm tributes were paid to these departed souls and condolence messages were conveyed to the bereaved families. Special references were made to the qualities of Chaudhuri Bhagwat Prasad Samantarai Mahapatra who had been a member of the Council from the year 1921 to 1926 and again from the year 1928 to 1930 and also its Deputy President from the year 1924 to 1926.

CHAPTER IV.

Local Self-Government.

General.

The district boards were reconstituted during the year 1933-34 and the year under review was the third year of their new term of five years. There was no change in the constitution and personnel of the elected executives of any of them except that the Bhagalpur district board was superseded on account of maladministration at the close of the year and placed in charge of a Government officer. The work of the boards was generally satisfactory, except in the case of Bhagalpur, and almost everywhere, the relations between the district board executives and the District Officers were generally cordial.

District Boards.

During the year under review there were 19 district boards in the Province (15 in Bihar and 4 in Orissa) with a total membership of 562 (442 in Bihar and 120 in Orissa) of which 420 were elected (332 in Bihar and 88 in Orissa), 93 nominated (67 in Bihar and 26 in Orissa) and 49 *ex-officio* (43 in Bihar and 6 in Orissa). Out of the total number of members, 53 were officials (43 in Bihar and 10 in Orissa) and 509 non-officials (399 in Bihar and 110 in Orissa). Almost all the boards held their monthly meetings regularly and the number of meetings held was in excess of the statutory minimum of one meeting per month in the case of all the boards except that of Muzaffarpur. 315 meetings (248 in Bihar and 67 in Orissa) were held during the year and the percentage of attendance of official and non-official members present at each meeting of the district boards was above 70 and 80 per cent respectively, in Bihar and Orissa. The regularity with which the meetings were held coupled with the high average of attendance of members are indicative of the keen interest which the members evinced in the administration of the affairs of the boards.

Local Boards.

The number of local boards in the Province was 47 (36 in Bihar and 11 in Orissa), as in the previous year and they were presided over by 43 non-[illegible]cial (36 in Bihar and 7 in Orissa), and 4 official [illegible]rmen (only [illegible] Orissa[illegible]. The total number of their members was 468 (412 in [illegible]har and [illegible] in Orissa) of whom 7 were officials (only in Orissa) [illegible]d 461 [illegible]officials [illegible] Orissa). They



Hon'ble Sir GANESH DUTTA SINGH, Kt.,
Minister of Local Self-Government, in conversation with His Excellency Sir J. D. Sifton at the Itki Sanatorium on the occasion of the Viceroy's visit in July 1936.

other and in different parts of the districts. There were altogether 144 union boards in the Province in the year 1934-35, out of which 8 were in Orissa and the rest in Bihar Proper. The Manjha union board in the district of Saran was abolished during the year. Thus there were 135 union boards working in the province of Bihar during 1935-36, viz. 80 union boards in Tirhut, 19 in Patna, 26 in Bhagalpur and 10 in Chota Nagpur division. Most of the union boards did good work, but many of them suffered from party factions which proved an impediment to their smooth working.

The salaries of the chaukidars and dafadars were generally paid punctually by the majority of the union boards, but, difficulty was experienced in Guthni union board in Saran and Rewasi and Mahadev union boards in Muzaffarpur district, where Tahsildars had to be appointed by the Subdivisional Officers concerned to collect the tax for payment of the salaries of the village police. Economic depression, the disaster caused by the floods, and failure of the main crops were, no doubt, responsible to a great extent for the unsatisfactory collections, but the slackness on the part of the executives as well as their reluctance in issuing distress warrants from the fear of gaining unpopularity created the crisis. Taking the Province as a whole, however, the collections were slightly better than in the previous year.

While most of the union boards depended upon the district boards for supply of funds for undertaking measures of sanitation and education in their areas, a good many of them imposed union tax and spent the money on useful objects. Out of 58 union boards in Muzaffarpur district, 28 union boards imposed union tax. Four out of 11 in Saran, all the union boards in Champaran, Gaya and some in Shahabad district, and most of the boards in the Bhagalpur and Chota Nagpur divisions also imposed the tax, but none of the union boards in Patna and Darbhanga districts. There was an increase in the average taxation imposed by the union boards of Tirhut and Bhagalpur divisions. The union boards were more inclined to spend their money upon road and water-supply than upon education. In the Patna division, most of the union boards paid increased attention to conservancy and education. In Saran, Champaran and Darbhanga larger sums were spent on roads, water-supply and drainage than on conservancy and medical relief. In Chota Nagpur Division all the boards attended to the requirements of roads and conservancy.

The Punchayets dealt with 2,745 criminal cases and 9,616 civil suits against 3,087 and 9,638, respectively, of the previous year. The Punchayet powers of the Rewasi union board were withdrawn

during the year, but extended to the Mairwa union board in the district of Saran. Taking the provincial figures as a whole, the number of criminal cases and civil suits filed before the Punchayets decreased from the previous year, but there was an appreciable increase in the criminal cases filed in the Bhagalpur division and the civil suits in the Tirhut division. 51.25 per cent of the criminal cases, 20.8 per cent of the civil suits against 59.8 and 21.0 per cent, respectively, of the previous year were compromised, while 21.6 per cent of the former and 12.24 per cent of the latter against 18.23 per cent and 10.58 per cent, respectively, of the previous year were dismissed in default. On the whole, the disposal of cases was quick and fair, and the large number of cases, which were compromised or settled between the parties, show the popularity of the Punchayets. There were few cases of motion for revision of the orders passed by the Punchayets and there was a general decrease both in the number of criminal and civil cases in which the accused or defendants objected to trial by the Punchayet.

Income and expenditure.

The aggregate opening balance of district boards of Bihar (including deposits and unspent Government grants) amounted to Rs. 32,84 at the beginning of the year and that of Orissa to about Rs. 4,71. A net increase of Rs. 3,03 in Bihar and Rs. 3,46 in Orissa was obtained as against the opening balances of the previous year. The increase in Bihar was shared by the district boards of Patna, Gaya, Saran, and Purnea. The total receipts of all the district boards of Bihar and Orissa, from all sources, amounted to Rs. 1,71,97 (Rs. 1,53,91 in Bihar and Rs. 18,06 in Orissa), an increase of nearly Rs. 8,65 over the figures of the previous year. The total amount available for expenditure, including the opening balance, stood at Rs. 1,86,75 in Bihar and Rs. 22,77 in Orissa. Out of this a total sum of Rs. 1,65,51 (Rs. 1,48,34 in Bihar and Rs. 17,17 in Orissa) was expended during the year.

Local rates and cesses, which form the largest items of the receipts of the District Boards, yielded Rs. 79,18,168 as against Rs. 80,14,926 in the previous year. The fall, which was noticeable in the districts of Muzaffarpur, Champaran, Darbhanga, Patna, Purnea, Palamau, Cuttack and Puri, was due to the fact that the amount collected in the previous year included arrear sums which were outstanding from a long time.

The next largest source of income consists of Government grants for Education, Medical Relief, Public Health, and Civil Works, which amounted to Rs. 50,16,467 (Bihar Rs. 40,84,921 and Orissa Rs. 9,31,546). There are some other minor sources also, viz.,

pounds, ferries, fines and school fees from which the District Boards derive an income. The District Boards of Patna and Shahabad also get revenues from the light railways which run in their jurisdictions. The financial position of the other Boards was, on the whole, satisfactory. There was no improvement in the financial credit of the District Boards of Hazaribagh and Manbhum on account of continued depression in the coal trade. But better collection of cess led to increased income from local rates during the year under review. With the passing of the Bihar and Orissa Cess (Amendment) Act, it is expected that the boards will now have a larger income from Cess which will go a great way in relieving them of their financial embarrassment. The Hazaribagh Mines Board Act has also supplemented the income of the Hazaribagh District Board by providing for the payment of a fixed contribution by the proposed Mines Board to that body out of the cess realised from the collieries. These measures will, it is expected, again bring the boards in the two mining districts to the sound financial position which they enjoyed before.

Education.

Education of boys and girls received its due share of attention from most of the District Boards in the Province and several of them spent liberally on this cause. The total amount of expenditure under this head was Rs. 46,88,765 (Rs. 39,95,844 in Bihar and Rs. 6,92,921 in Orissa) against Rs. 45,62,461 (Rs. 38,98,111 in Bihar and Rs. 6,64,350 in Orissa) in the previous year. The increase was due to several causes, e.g., periodical increments in the salaries of teachers, restoration of cuts, payment of salaries to underpaid teachers of primary schools at the minimum rate prescribed by Government, larger expenditure on school buildings and the raising of the status of certain schools. A few District Boards took special interest in the education of the children of depressed classes and gave them adequate facilities in the shape of providing books and stipends. The fact that there was again a fair increase in the number of schools of all classes under the direct management of the Boards goes to show that they fully realise the necessity of mass education and are exerting themselves to attain the object as fast as they can. The District Boards of Patna and Gaya continued to pay increasing attention to the cause of female education. The system of co-education of boys and girls was introduced in some Middle Vernacular schools of the Patna district which proved very popular. The Gaya District Board started two girls' Middle Vernacular schools at Aurangabad and Nawadah and the opening of a third such school at Jehanabad was under contemplation when the year closed. Additional upper primary girls'

schools were opened with qualified female teachers also in Gayā district. The vocational training which the Middle Schools in Patna district continued to give to their pupils in carpet weaving, soap-making, book-binding, carpentry, etc., was popular and appreciated by all communities. If the other District Boards in the Province follow the example of the Patna District Board in this respect, much of the unemployment which at present exists among the youngmen of Bihar would be removed. It is gratifying to note that the Shahabad District Board submitted a scheme for the opening of an industrial school which was sanctioned by the Government after the close of the year. Some of the boards continued to award scholarships to students of their districts for Medical, Engineering and other forms of special education.

Public Health.

The general condition of health of the rural areas, for which the District Boards are responsible, was hardly better than the previous year. The Boards concerned were faced with the problems of combating the epidemic diseases of cholera, malaria, plague, and small-pox, which appear at frequent intervals and claim a heavy toll in the Province almost every year. These epidemic diseases appeared almost in every district of the Province in varying degrees of severity, but the districts of the Tirhut Division were the worst sufferers in this respect. The activities of the District Boards consisted, as usual, in combating the outbreak of the diseases by preventive and curative measures and in improving the sources of water-supply in rural areas by disinfection of wells and tanks. The campaign of vaccination and revaccination carried on by the District Boards appeared to have secured some immunity from the contagion of small-pox, but in order to eradicate the disease compulsory vaccination and revaccination are necessary. The unhealthy condition of the villages and their surroundings are, to a great extent, responsible for the recrudescence of the epidemic diseases in the Province and call for reorganised efforts on the part of the District Boards concerned. The improvement of the general sanitation of the unhealthy villages and the adoption of preventive measures at the first sign of the appearance of these epidemics might go a long way in mitigating the havoc and suffering caused by them from year to year.

The total amount, which the Boards spent on public health including water-supply, amounted to Rs. 5,09,301 in Bihar and Rs. 94,632 in Orissa against Rs. 6,17,400 and Rs. 81,084 respectively in the preceding year. The decrease in Bihar was shared by most of the District Boards but it was the heaviest in

the Tirhut Division which was attributable to lesser expenditure on water-supply. The high expenditure in the previous year was due to the restoration of the sources of water-supply which were damaged or choked up in the earthquake affected areas and to the provision of tube-wells to relieve the scarcity of drinking water in such areas.

Medical Relief.

General medical relief to villagers forms an important item of the activities of the District Boards and the total expenditure on this head in the Province amounted to Rs. 15,60 against Rs. 15,32 in the preceding year, an increase of Rs. 28 over the previous year's figure. Out of this, Orissa alone spent about Rs. 1,82, an increase of a little over Rs. 4 over the last year's expenditure. The increase was shared by all the boards excepting Saran, Monghyr and Purnea. In Puri district, better provision for European medicines in dispensaries and the opening of a new dispensary at Athantar were responsible for the increased expenditure, while in Sambalpur the increase was due to the construction of the indoor ward at Bargarh and the dispensary buildings at Mura, as well as, the restoration of the 5 per cent cut in the pay of the local Indian doctors.

The total number of dispensaries maintained by District Boards was 469 and the number of aided dispensaries 124. One new dispensary was opened in each of the districts of Saran, Darbhanga and Bhagalpur and three new leprosy clinics were started in Manbhum. In Muzaffarpur, one temporary allopathic dispensary was maintained at Majorganj Thana to combat the malaria epidemic. The Monghyr District Board continued to employ the services of five subsidized *vaidyas* and two *hakims*. A number of district boards spent money on maternity work and on the training of local *chamains*. Midwives and trained *dais* were maintained to help in maternity and child welfare work and rendered very useful service to the rural pupulation. Some of the boards contributed towards the Pasteur Institute at Patna for anti-rabic treatment and most of them awarded scholarships for education in allopathic, *ayurvedic* and *tibbi* systems of medicine.

Some of the Boards paid special attention to the treatment of leprosy cases. The seven leprosy clinics in the Muzaffarpur district continued to render valuable service under trained doctors and are reported to have treated 574 cases during the year. The district boards of Cuttack, Puri, Balasore and Sãmbalpur also continued to take active steps to combat leprosy and provided all possible facilities for the patients suffering from this disease.

The expenditure on veterinary work increased from Rs. 1,89 to Rs. 2,08 during the year under review, Bihar and Orissa spending about Rs. 1,87 and Rs. 21 as against Rs. 1,71 and Rs. 17 in the previous year respectively. The increase was shared by most of the District Boards of the province. No serious outbreak of cattle-disease was reported during the year except in the district of Singhbhum. Some of the District Boards paid special attention to the improvement of stock and maintained stud bulls for improving the breed of cattle. The Purnea District Board contributed towards agricultural exhibitions and awarded prizes at cattle show at Khagra, Dharamganj, and Golabagh *melas*. A few of the district boards granted scholarships to students at the Patna Veterinary College. The touring veterinary assistant surgeons rendered useful service towards the treatment of contagious diseases of cattle and delivered instructive lectures on the utility of veterinary service among the village-folk.

Veterinary Services.

The expenditure of the Boards on Civil works showed a further rise of Rs. 2,75 during the year under report. This increase was mainly attributable to heavy expenditure on earthquake reconstruction work and the construction of important bridges and roads in most of the districts. Works on other inter-district roads were also carried out to an appreciable extent out of the earthquake grants provided by the Government of India. There was substantial increase in the metalled as well as unmetalled roads in the districts of Patna, Gaya, Champaran, Muzaffarpur, Monghyr, Palamau and Cuttack. Some of the District Boards spent large amounts of money on the maintenance of railway-feeder roads.

Civil Work.

The problem of water hyacinth is not so serious in Bihar as in the case of the coastal districts of Orissa, where it is a source of anxiety to the agriculturists. In Bihar water hyacinth is confined to the districts of Patna, Muzaffarpur, Darbhanga and Manbhum, where it is found in stray ditches and borrow-pits by the road-side. The only District Board which appears to have made any serious effort to eradicate water hyacinth was the Muzaffarpur District Board, which enforced its by-laws on the subject, and issued notices on owners of tanks and ditches to clear the weeds within a fixed period. In the three coastal districts of Orissa this vegetation is so abundant that it is very difficult to eradicate it altogether. The necessity of taking prompt steps against the spreading of this weed has been emphasised more than once. A more organised and determined effort is required to combat it, and the District Boards

Water hyacinth.

will benefit by a perusal of the book " Report on the water hyacinth in Orissa " written by Mr. N. F. Peck, C.I.E., I.C.S., which deals exhaustively with this scourge.

Municipalities.

The number of municipalities in Bihar and Orissa remained at 55 and 6 respectively. There were no signs of any improvement in the administration of the municipal bodies during the year under review. Party factions and local jealousies were rampant among the commissioners of several municipalities throughout the year, and maladministration resulted in the supersession of a number of them. Three leading municipalities like Gaya, Bhagalpur and Barh deteriorated considerably in their administration and were consequently superseded. The Deoghar Municipality was superseded shortly after the close of the year under review owing to the persistent default by the commissioners in the discharge of their statutory duties. The Patna City and the Hajipur Municipalities which had been under supersession were, however, released during the year.

The activities of most of the municipalities in Tirhut and Bhagalpur Divisions were mainly concentrated on the earthquake reconstruction work, in which direction a great deal still remains to be done in the affected municipalities. The health of the municipal towns in the province was on the whole satisfactory.

Income and expenditure.

The total income, including the opening balance, of all the municipalities in the Province fell from Rs. 78,16 to Rs. 74,32 during the year though the receipts of Bihar fell from Rs. 72,29 to Rs. 66,67 and those of Orissa rose from Rs. 5,86 to Rs. 7,64. The average incidence of income per head of population in Bihar and Orissa was Rs. 3-0-9 and Rs. 3-2-3 respectively. The total receipts from the principal taxes in Bihar rose from Rs. 22,95 to Rs. 25,25 and in Orissa from Rs. 3,04 to Rs. 3,25. Inspite of an appreciable increase under almost all heads of taxation, as compared with the preceding year, the municipalities in Bihar are yet labouring under the effects of the last earthquake and have not been able to attain their previous standard of collection. The total expenditure of the municipalities in Bihar fell from Rs. 44,32 to Rs. 41,91 and that of Orissa rose from Rs. 4,63 to Rs. 6,35 during the year. The average incidence of taxation per head of population in Bihar and Orissa was Rs. 1-14-3 and Rs. 2-0-9 respectively. In the majority of the municipalities, the accounts were not properly maintained and misappropriations by the municipal staff were detected in some of them. Instances of non-credit and short-credit of collections and of delay in crediting them were noticed even in a number of important municipalities.

Education. The total amount spent on education by the municipalities in Bihar and Orsisa increased from Rs. 4,10 to Rs. 4,15 and Rs. 39 to Rs. 40 respectively. There was a noticeable increase of Rs. 3,316 in the Patna Administration Committee on account of several additions and alterations in its Upper Primary school buildings. There was a heavy fall of Rs. 5,547 in the Patna City Municipality due to a larger expenditure having been incurred in the preceding year on the reconstruction of school buildings damaged by the earthquake. In Orissa the increase was due to the purchase of furniture, special repairs to certain school buildings, appointment of additional teachers, and increment of pay allowed to the trained *gurus* of the municipal schools during the year.

Out-door Administration. Expenditure on drainage, water-supply and conservancy again showed an increase over the previous year's figures. In a majority of the municipalities these arrangements are inadequate and of a poor standard mainly due to the lack of funds and insufficient supervision. The extension of pipe water-supply in the Patna City Municipality was completed and a regular supply of drinking water was started during the year. A similar scheme of water-supply within the Dinapur Nizamat Municipality is under the consideration of the municipal commissioners. During the year, Government gave a grant of Rs. 6,000 to the Deoghar Municipality for the construction of a well fitted with hand-pump and a tank in the pilgrims' camping ground. The sewerage scheme of the Patna City Municipality continued to make a steady progress during the year. A comprehensive drainage scheme for the new Government quarters at Amlatola was prepared during the year at an estimated cost of Rs. 53,000 which will be met by the Patna Administration Committee. Work on the drainage scheme of the Bhabua Municipality was carried out by the Public Health Department but it made little progress during the year on account of delay in the acquisition of the land required. The Cuttack and the Puri municipalities spent large sums of money for improving their drainage arrangements.

CHAPTER V.

Education.

General.

The problem of education is another important and intricate question, which the Government have to deal with and it is second only to the problem of the maintenance of the peace and the administration of justice. That the intelligentsia of the province is fully alive to the vital necessity of spreading mass education has always been manifest in the debates of the Legislative Council. Important improvements were effected during the year, and it is interesting to note that in spite of a fall of 643 in the number of educational institutions the number of pupils increased by 29,919.

The total number of pupils, both in recognised and unrecognised institutions, was 1,214,887 against 1,184,968 of the previous year. There was an increase of 21 in the number of unrecognised institutions and the number of high and middle schools increased by 41.

The total expenditure on education rose from Rs. 171 lakhs in 1934-35 to Rs. 182 lakhs in 1935-36. Of this, over 29 per cent was met from local funds, over 23 per cent from fees, and over 32 per cent from Government funds. The balance was met from miscellaneous sources. The total average cost per scholar worked out at Rs. 15 and annas 15, thus showing an increase of 10 annas over the preceding year. The increase in expenditure is due to the restoration of the cuts from the pay of Government officers and the restoration in full of the balance of 10 per cent cut in the grants to local bodies for primary education, which had been necessitated in 1932-33 on account of financial stringency.

Considerable progress was made during the year in repairing the damage caused by the earthquake. The expenditure under this head was Rs. 2,07,794 in 1934-35 and Rs. 2,70,893 in 1935-36, and it was anticipated that a further sum of about Rs. 5 lakhs would be required for new projects in the year following.



Hon'ble Mr. SAIYID ABDUL AZIZ,
BAR.-AT-LAW,
Education Minister.

The following table dealing with the expenditure on "Education" will illustrate the position of Bihar and Orissa in comparison with other provinces of India :—

(*a*) A table showing the expenditure from public funds :—

Province.	—	Per thousand of population.	Per thousand of pupils.
	Rs.		
Madras ...	34,680	.74	12.0
Bombay ...	26,793	1.22	20.6
Bengal ...	17,604	.35	6.5
United Provinces ...	27,000	.56	18.5
Punjab ...	20,512	.87	17.1
Central Provinces ...	7,657	.49	17.0
Assam ...	3,515	.41	10.1
Bihar and Orissa ...	10,660	.28	10.3

(*b*) A table showing the average number of pupils in institutions :—

Province.	Average number of pupils per thousand of the population.
Madras	62
Bombay	60
Bengal	54
United Provinces	30
Punjab	51
Central Provinces	29
Assam	40
Bihar and Orissa	28

These comparative statements show that Bihar is spending less than any other province in India on its education per thousand of its population, and has less pupils per thousand of population than any other province. It has been estimated, that in order to reach the standard of primary and secondary education already existing in the more progressive provinces of Bombay and Madras, additional recurring expenditure of between 1½ to 2 crores would be necessary.

Bihar is predominantly an agricultural province where higher education on a scale larger than we have already got is hardly necessary. Literacy among the masses of the province is still at a very low ebb. The total number of persons returned as literate in Bihar and Orissa in the census of 1931 was only 1,858,09[illegible] 52 per [illegible]lle of the population. The crying need of the [illegible]nce,

therefore, is mass education upto the standard of a middle English school, both for boys and girls, which will equip them with the necessary education to steer their lives as successful agriculturists, merchants and as good citizens. The number of matriculates and graduates already turned out is far in excess of the demand. The result is unemployment among the educated classes—a problem with which Government has been confronted for some years. The following extracts from the report of the Bihar Unemployment Committee, which carried on a comprehensive enquiry into the question of unemployment in the province in 1936, are interesting :—

"Unemployment among the educated classes is considerable if the term 'unemployment' includes nominal employment which it should do for the purposes of our enquiry. Unemployment is serious among matriculates and under-matriculates but there is scope for their absorption in industry. So far only a limited number of Biharis have secured employment in industry, even in posts for which they are qualified. This is to a large extent due to the fact, that Bihari boys are reluctant to make a small beginning in industry. Unemployment among graduates is reflected in the alarming increase of lawyers who are unable to earn a decent income. There is under-employment among doctors because of their concentration in large towns. The output of civil engineers exceeds the demand, but there is scope for employment of mechanical and electrical engineers in industry. The joint family system, which is particularly strong in Bihar, has mitigated the hardships of unemployment, but it is also responsible for the lack of initiative and a wrong attitude towards industrial employment on the part of Bihari boys."

"The unemployment problem among the educated classes is closely connected with the economic condition of the countryside. With the progress of education an increasing number of youngmen from rural areas will flock to the towns although the scope for their employment is limited. Government service and the stereotyped professions have an undue attraction for our boys. The system of education is also defective as it is creating a maladjustment between supply and demand. It needs revision in order to give a vocational bias to our boys. There is scope for the absorption of our educated young men in industry, but posts in industrial concerns are held mostly by outsiders and Bihari boys, who were late in the field, are experiencing difficulties in securing a footing. It is necessary for our educated young men to overcome their prejudice against manual labour and to take to industrial employment seriously if

they are to obtain their due share of employment in the industries of the province."

Legislation.

No legislation connected with education came up before the Legislative Council during the year under review, but a resolution was moved by a non-official member of the Council on the 30th August, 1935, suggesting that Government should give a vocational bias to the instruction imparted in secondary schools and in the highest classes in primary schools and should make provision for craft classes at the end of the primary and the middle stages. The resolution was ultimately withdrawn after Government had explained the difficulties that stood in the way of giving effect to the proposal. In the January session of the Council, Maulavi Saiyid Muhammad Hafeez, M.L.C., moved an adjournment motion to discuss the order of the Inspector of Schools of the Patna division to hold a re-examination of the middle English school students of the Patna division in English, as it had been found, that the original questions had leaked out. In moving the resolution, the mover sought to ventilate the grievances of the parents and guardians of the students who had appeared at the examination. After a prolonged and interesting debate, the motion was withdrawn, Government assuring the house that every possible step would be taken to ascertain the source of the leakage and to prevent a repetition of similar incidents in the future. The number of Council questions asked about educational matters was 156 against 211 in the previous year.

Primary education.

The number of primary schools fell from 27,187 to 26,466, but that of their pupils rose from 935,471 to 947,152. The direct expenditure on primary education rose from Rs. 56,36,922 to Rs. 57,47,952.

Several important measures were taken to improve the standard of primary education in the province in 1935-36. One of these aimed at checking the mushroom growth of unrecognised primary schools started by half-educated *gurus* in unsuitable houses and surroundings, which were considered detrimental to the cause of children's education. It was discovered that a very large number of primary schools had been started by the private enterprise of individual teachers in the previous years and departmental recognition was readily given to them. The result was that most of these schools served no other purpose than providing a living to the half-educated *guru* at the cost of the proper education of the children. After the schools were recognized, they never cared to improve themselves. The only thing which the *gurus* minded was to

increase the number of pupils as much as possible until it became unmanageable. The new circular, therefore, enjoined that every recognized school should, in future, have a formal certificate of recognition which will state the classes which the school is authorised to maintain. These certificates would be of three grades called "A", "B" and "C".

"A" class certificates would be granted to schools complying with the following conditions :—

(*i*) There must be at least one teacher for every two classes.

(*ii*) There must be sufficient space for each pupil and for the proper separation of the classes, care being taken to avoid overcrowding and to maintain proper distribution of light.

(*iii*) There must be a black-board, copies of all text-books for the use of teachers and desks for children in Class III and above.

"B" class certificates would confer recognition only for a specified period during which schools, which possess all the above requirements, except that of additional space and equipment, should try to come up to the standard prescribed for certificates of Class "A".

"C" class certificates would be given to all other recognized primary schools on condition, that if they did not improve themselves and make themselves fit for "A" or "B" class certificates, their recognition will be withdrawn as soon as another satisfactory arrangement for the education of the children of the locality is made.

Amongst other steps taken to improve the primary school system, mention may be made of the instructions issued to sub-inspectors of schools (1) to concentrate their visits mostly on the two-teacher and the better one-teacher schools, (2) to maintain a register of schools containing full particulars about each school in their area, and (3) to see that routine-cards mentioning hours of session, weekly, half or other holidays were exhibited at each school.

The question of housing lower primary schools remained as acute as ever. A model primary school building with a steel frame was exhibited in the provincial exhibition held at Patna in February 1936, and, side by side with it a similar building, constructed of materials easily and cheaply available in villages, was also erected.

It was hoped that this exhibition would stimulate public interest in constructing equally desirable buildings for the poorly accommodated village primary schools.

During the year, Government restored the balance of the 10 per cent cut made in the year 1932-33 in the grants to local bodies for primary education and reiterated the policy of giving more adequate pay to the trained teachers under their employment. In the case of those boards whose resources were inadequate to pay all the teachers at the prescribed rates, Government fixed the number of teachers who must be paid at the prescribed rates as a condition precedent to the payment of the additional grants.

Compulsory primary education continued to work efficiently in the Ranchi municipality and the Banki union. In the Jamhore union in Gaya, the period for which Government had sanctioned compulsion expired at the end of the year 1932. Since then the area of the union has been extended, and though the district board could not afford to finance compulsion in the entire area, it wished to continue compulsory education again in the area to which the Act was originally applied. Hitherto, however, the compulsion has been purely nominal, for there has been no attendance officer to enforce it. The board was asked by Government whether it was now prepared to appoint an attendance officer.

Free education continued in the district of Saran and resulted in much overcrowding of schools. It was reported by the Inspector, that one often found a single teacher with 70 or 80 children under his charge working in huts or in verandahs. In Daltonganj municipality too, the system of free primary-education continued, but no appreciable increase in the number of the pupils was noticeable and the report was generally unsatisfactory.

The number of night schools fell from 186 to 154 and that of their pupils from 4,618 to 4,141. In the Tirhut division about 25 per cent of the pupils attending these schools were adults. On the other hand, the number of school post-offices (where one person combines the dual function of a branch post-master and a teacher) declined from 185 to 173. There was a steady increase in the number of trained teachers employed in primary schools, from 20,184 to 21,048.

The brief outline given above indicates the general position of the province in regard to primary education and the lines on which the problem of improving matters in the future is being handled. The following table will show how the strength of primary schools

has been distributed amongst the various classes during the last three years :—

Class.	Number of Indian boys in—			Percentage in—		
	1933-34.	1934-35.	1935-36.	1933-34.	1934-35.	1935-36.
1	2	3	4	5	6	7
Infant class ...	...	267,288	281,745	...	30·9	32·2
Class I ..	421,842	180,150	181,600	51·0	20·9	20·8
Class II ...	171,960	169,981	156,575	20·8	19·7	17·9
Class III ...	128,899	132,516	131,710	15·6	15·3	15·1
Class IV ...	59,245	65,313	68,960	7·2	7·6	7·9
Class V ...	44,586	48,351	52,809	5·4	5·6	6·1
Total ...	826,532	863,599	873,390	100	100	100

Secondary education.

Secondary education is very popular and during the last few years considerable progress has been made in this direction. The total number of secondary schools of all classes for boys and girls increased during the year 1935-36 from 1,049 to 1,090. The increase in the number of pupils from 154,705 to 169,231 indicates the keen interest which people continued to take in the sphere of secondary education. Direct expenditure on secondary schools rose from Rs. 46,64,711 to Rs. 49,10,648. The number of Government middle English schools fell from 7 to 6 while the number of such schools managed by local bodies, both aided and unaided, rose from 607 to 628. The number of high schools for boys increased from 192 in the previous year to 207, though only 117 out of these could be granted aid by the Board of Secondary Education.

It is gratifying to note, that co-education continued to show signs of steady progress, and during the year the number of girls attending high schools for Indian boys rose from 113 to 140 and of that attending middle schools from 1,109 to 1,580—a great stride forward.

The rapid increase in the number of high schools is the inevitable result, as matters now stand, of the increased enrolment in primary and middle schools. But hardly any benefit seems to

have been derived from the increased number of high schools and larger out-turn of matriculates. So far as employment is concerned, the number of matriculates is alarmingly in excess of the number required. Had agricultural and technical schools been less expensive and more attractive with regard to future prospects, the rush to the high schools would have been lessened.

The Board of Secondary Education held three meetings during the year and made four important recommendations, all of which were accepted by Government. The first was to give efficiency grants to deserving high schools by deducting 10 per cent from the assessed grants to high schools, while the second related to the pay of teachers in recognised unaided schools which was reduced from Rs. 50 to Rs. 40 in the case of untrained graduates, from Rs. 45 to Rs. 40 in the case of I.A., C.T.'s and from Rs. 35 to Rs. 30 in that of other teachers with intermediate qualifications. The third suggested, that all teachers in privately-managed high schools should execute agreements in a prescribed form. The fourth gave powers to the board to approve the personnel of the managing committees before the schools were actually recognized and to make such changes in them as it thought necessary, from time to time. A joint committee was appointed by the University and the Board of Secondary Education to consider the desirability of changing the date of the school session, but the committee was not able to complete its labours by the close of the year.

Vocational training.

There was a marked improvement in the range of vocational training in middle schools, and classes in agriculture were opened during the year at the Pirauta middle vernacular school, in Shahabad, and at the Noatoli girls' middle English school, Ranchi. The need for such training was recognised by Government and they provided a small amount for expenditure in this direction.

University and collegiate education.

His Excellency Sir James David Sifton, K.C.S.I., K.C.I.E., M.A. (Oxon.), I.C.S., continued to be the Chancellor and the Hon'ble Mr. Justice Khwaja Muhammad Noor, C.B.E., the Vice-Chancellor of the Patna University. The University sustained a great loss in the deaths of Mr. S. N. Huda, C.I.E., and Mr. Ram Prashad, who died on the 7th June and the 3rd September 1935, respectively. The former was a Life Fellow of the University and the latter a Representative Fellow. The honorary degree of Doctor of Philosophy in 1935-36 was conferred on Mr. K. P. Jayaswal, Bar.-at-Law, whose recent death was a great loss to the Province.

The number of arts and science colleges remained 11, but the number of students rose from 3,335 to 3,724 and the direct expenditure from Rs. 12,28,589 to Rs. 13,40,697.

After the close of the year Government accepted the recommendations of the Senate for the admission of the Patna College in Hindi and Urdu and the Greer Bhumihar Brahman College in Hindi as a principal subject up to the B.A. standard, of the Bihar National College in Hindi as a principal subject up to the I.A. standard and of the Ranchi zila school in Geography up to the I.A. standard with effect from the session of 1936-37.

At the Patna College a psychological laboratory was fitted up and a new society called the 'Maithili Society' came into existence. At the Science College a short course on radiology was arranged for the training of sub-assistant surgeons, and a scheme for the introduction of teaching in Botany and Geology was submitted for the consideration of Government. The new building of the Patna Law College at Ranighat was completed during the year and was ready for occupation after the summer vacation. A class for the new degree of Master of Education was opened with eight students at the Patna Training College.

The Veterinary College hospital continued to do useful work during the year. The research laboratory continued work on the histopathology of *Kumri* and did some other useful work. A new species of Haemoproteus, which causes a fatal disease in the Indian peacock, was discovered.

The general discipline of the students was quite satisfactory and encouraging signs of corporate life were visible.

Oriental studies.

Sanskrit studies are chiefly carried on in the indigenous *tols*, and Islamic studies in the Madrasas. The increasing popularity of Sanskrit education can be gauged from the fact that the number of recognized *tols* has increased from 345 to 362, and that of their pupils from 10,996 to 11,164. The number of recognized Sanskrit primary schools fell from 809 to 805 but the number of their pupils rose from 22,410 to 22,839.

During the year Government sanctioned the proposal of the University to institute two new degrees of Bachelor of Oriental Learning and Master of Oriental Learning for the benefit of students who wish to specialize in classical languages. The results of the examinations held by the Sanskrit Council were satisfactory.

The number of recognized Madrasas remained 46, as in the previous year, but the number of their pupils rose from 3,425 to

3,512. The number of unrecognized Madrasas increased from 41 to 48 and of their pupils from 1,922 to 2,285. The new syllabus for Madrasas was approved by Government and was introduced in certain classes in January 1936.

Technical education.

The number of technical, trade and vocational schools fell from 69 to 67, but that of their pupils rose from 3,696 to 3,852 and the direct expenditure from Rs. 7,80,596 to Rs. 8,06,646. Mr. Coueslant, Principal of the Bihar College of Engineering, continued to be the Inspector of technical schools. The demand for admission to the industrial schools continued to exceed their capacities. In the Orissa Medical School, there were 4 lady students on the rolls against 11 in the preceding year. The Purana Jhalda Artisan School was closed during the year, and an evening vernacular school in mining was opened at Kirkend in Manbhum. A technical school was attached to the Raj High School at Darbhanga, but it has not yet been duly recognized. The Jamalpur Technical School, maintained by the East Indian Railway admitted 8 students from Bihar and Orissa as apprentice mechanics. The total number of apprentice mechanics from the province was 32, while the total number of apprentices under training, on the 31st March, was 158. In the new agreement with the East Indian Railway, which came into force with effect from the 1st October, 1934, for a period of 5 years, the number of seats reserved for students of this province has been reduced to one-third of the total number of seats for Indians against the former proportion of two-fifths. The amount of recurring grant is now calculated at Rs. 30 a month for each student admitted to the school from this province. The institution received a grant-in-aid of Rs. 13,594 from the local Government in the year against Rs. 13,931 of the previous year. Due to financial stringency no State scholarship was awarded during the year for training abroad. One scholarship of Rs. 50 a month, was awarded to a student for training in sugar technology at the Harcourt Butler Technical Institute at Cawnpur. Besides this, 7 new stipends ranging in value from Rs. 15 to Rs. 30 a month were awarded for training outside the province in subjects for which adequate facilities were wanting in the province.

The commercial classes at the Ravenshaw Collegiate School and Ranchi Training School, both managed by Government continued to show steady progress. In the former the number of students rose from 29 to 33 and the income from fees was once again in excess of the actual expenditure incurred. The most

satisfactory feature of this school was that all candidates who completed the course were successful in obtaining employment. The final examination of the aforesaid commercial classes is conducted by outside examiners and the certificates issued are recognized by the Public Service Commission as proof of proficiency in type-writing for the purpose of the examinations for typist and routine grade clerks.

Training of teachers.

For the training of teachers Government maintain colleges at Patna and Cuttack, 5 secondary training schools and 74 elementary training schools. Thirty-eight students were admitted to the Patna Training College and 21 were admitted to the Cuttack Training College. A short course for graduate teachers of secondary schools was held at Patna in April before the College closed for the summer vacation.

The total number of students in secondary and elementary training schools rose from 1,778 to 1,781 and the total direct cost over these schools, managed by Government, rose from Rs. 2,42,651 to Rs. 2,53,195. The number of trained teachers employed in primary schools increased from 20,184 to 21,048.

The steady increase in the number of trained teachers continued to be a source of financial embarrassment to local bodies. Measures were taken during the year to solve the problem. A careful enquiry into the annual rate of casualties among the trained teachers of the primary schools revealed that it was as low as 3 per cent. It was said that since there was no age-limit for superannuation and teachers began their service very early in life, this low figure was not a thing that could have caused surprise. Government, for this reason, decided to close down 5 of the 8 superfluous schools of Bihar and Orissa at the close of the year 1936. The remaining 3 schools fell in Orissa and therefore the question of dealing with them was left in the hands of the new Government.

The working of the elementary training schools has shown little sign of improvement. To make these schools more successful, Government decided to appoint trained graduate headmasters, in the place of the *Pandits* now employed, in 15 of these schools in Bihar. The syllabus too was thoroughly revised so as to lay more stress on hand-work, practical teaching and preparation of schemes of lessons than on the mere revision of the middle vernacular course of studies. These measures, it is hoped, will tend to improve the standard of elementary training in the future.

Female education continued to show steady progress during the year and the prejudice against educating girls, which prevailed in certain quarters some years back, is now disappearing. The striking feature of the year was the large increase in the number of girls under instruction in spite of the amalgamation of a number of primary schools for girls with neighbouring schools for boys. The Gaya district board adopted a forward policy of opening a girls' middle school at each of its subdivisional headquarters and the Christian missions in Chota Nagpur also did a great deal to advance this cause.

Female education.

The number of educational institutions purely for Indian girls fell from 2,734 to 2,675 and the number of Indian girls attending them from 79,625 to 79,526, but the total number of Indian girls at school (including those in boys' schools) rose appreciably from 149,822 to 158,172. This is a distinct proof of the growing popularity of co-education in primary classes and an increased desire on the part of parents to have their daughters educated. The number of girls at colleges for men rose from 15 to 20, in high schools for boys from 113 to 140, in middle schools for boys from 1,109 to 1,580, and in other schools for boys from 68,960 to 76,906. Direct expenditure on girls' schools rose from Rs. 9,07,372 to Rs. 9,23,598. There is no degree college for women in the province. The number of high schools for girls rose from 8 to 9 and of their pupils from 1,937 to 2,028. The number of middle English schools rose from 24 to 28. The Chapman Girls' School at Muzaffarpur was raised to the status of a high school and the Baptist Mission middle vernacular school at Cuttack was converted into a middle English school. New schools were recognized at Gardanibagh. (Patna), Arrah, Rengarih (in Ranchi) and Adra. The number of middle vernacular schools remained 11. The number of recognized primary schools for girls decreased by 34 on account of amalgamation of several schools with neighbouring boys' schools. Paucity of trained and qualified women teachers is still standing in the way of better primary education of girls. The Gaya district board has, however, appointed 11 more trained women teachers and has also introduced a system of capitation allowances on the results of the examinations of classes I, IV and V. Such allowances are also in vogue in the Muzaffarpur municipality. The primary school for adult ladies, which is maintained at Cuttack under a female teacher, continued to do good work. The number of training classes for women teachers remained 11, 4 managed by Government and 7 by the missions, with Government aid. The

number of students under training rose from 250 to 260 but the direct expenditure fell from Rs. 68,077 to Rs. 67,447.

The number of technical, industrial and agricultural schools for girls fell from 11 to 9 due to the closure of the Balasore industrial school and the Lace school at Rengarih. For the same reason the number of pupils also fell from 418 to 326 and the direct expenditure from Rs. 28,835 to Rs. 19,633.

The Girls Guide movement continued to flourish and flocks of Blue Birds were organized in many of the secondary schools.

Bihar and Orissa Council of Women.

The Council of Women continued its beneficial activities under the presidentship of Lady Sifton. The Council was started in 1925, and during the past 10 years of its existence, it has done a great deal to encourage and organise the activities of women of the province in different spheres. During the year there was a keen competition for the Lady Stephenson diplomas in needle-work and hygiene. Two sub-committees supervised the arrangements for the annual examinations in these subjects with the help of the district inspectresses. The diplomas continue to provide a useful stimulus and the scheme is steadily gaining in popularity. The annual exhibition of needle-work was held in March at which gold medals and diplomas were awarded to the successful candidates. The main concern of the education sub-committee has always been to improve primary education. There are branches of this Council at Ranchi, Jamshedpur and Cuttack and the committees visit jails, hospitals, schools, leper asylums, child welfare centres and other institutions to which they render all possible assistance. Affiliated to it are the Child Welfare Society and the Blind School at Patna, the Girls Guide Association, the Society for the Prevention of Cruelty to Animals and the Women Teachers' Association, all of which give opportunities to women to ameliorate social.conditions and to help those in distress. The Council has achieved much, specially in the field of child welfare and is trying to promote a healthier life for girls at school.

Education of Europeans.

The number of Anglo-Indian and European schools continued to be the same as in the previous year, viz., 5 secondary (3 for boys and 2 for girls), and 15 elementary (7 for boys and 8 for girls). The total number of pupils rose from 1,733 to 1,740 and the direct expenditure from Rs. 2,51,118 to Rs. 2,64,829. The Provincial Board for Anglo-Indian and European education held its first meeting in September 1935 and made some important recommendations to Government regarding the inspection of European girls' schools.

St. Joseph's Convent at Bankipore was the only school which presented students for the matriculation examination and a technical department was also added to it with suitable equipment. A new dormitory was completed for the Bishop Westcott boys' school at Namkum.

Education of Muhammadans.

The number of Muhammadans under instruction in the province remained stationary, the figures being 1,57,672 against 1,57,675 of the previous year. The number of recognized primary Urdu schools fell from 3,294 to 3,163 and the number of pupils from 92,276 to 90,781. The fall in the number of schools may be attributed to the disappearance of many weak unaided institutions. It is, however, gratifying to note that the set-back in the primary stage was not accompanied by any similar set-back in the higher stages. The number of Muhammadan pupils in the middle stage rose from 5,492 to 6,163 and in the high school stage from 4,039 to 4,524. The number of elementary training schools for Muslims remained 13.

The special inspecting staff for Muhammadan education remained the same as last year, viz., a Superintendent of Islamic Studies, 5 Special Inspecting Officers for Muhammadan education, 24 Inspecting Maulavis and 1 Lady Superintendent of Muhammadan *atus*.

The education of special classes.

(1) *Aborigines.*—The number of Christian aborigines under instruction rose from 34,894 to 35,629 and the number of other aborigines from 44,943 to 45,693. Four College scholarships against 7 in the previous year, 6 middle scholarships against 12, 13 upper primary scholarships against 12, and 78 lower primary scholarships aginst 68 were won by aborigines. The total sum spent specially for the benefit of the aborigines was Rs. 44,570 against Rs. 42,904 in the preceding year.

Government decided to allot an annual grant of Rs. 5,000 from 1936-37 onwards to the Commissioner of Bhagalpur division for the improvement of Santal education in the districts of Bhagalpur, Monghyr and Purnea.

(2) *Depressed Classes.*—There was an appreciable increase in the number of untouchables attending schools, which increased from 64,328 to 69,487. This jump of more than 5 thousand bears excellent testimony to the universal interest taken in the movement for the uplift of these backward classes.

Religious conservatism is now on the wane and even staunch Hindus have been found relishing the sweets distributed by untouchables at social functions. The Harijan movement started by Mr. Gandhi has undoubtedly had a great influence in breaking down age-long prejudices and in promoting the uplift of the depressed classes.

The criminal tribes.

The proportion of the children of criminal tribes attending schools was, on the whole, satisfactory. Out of a total population of 6,758, the number of children at school was 289 against 268 in the preceding year. There are still eight special schools for these pupils, one in Tirhut, 4 in Bhagalpur, 2 in Chota Nagpur and 1 in Orissa.

Factory schools.

The number of factory schools increased from 68 to 80. Eleven new colliery schools were opened and one more night school at Jamshedpur. There were 2,574 boys and 237 girls on the rolls of these schools who were either factory employees or their children. Besides these there were 888 other boys and 239 other girls in the factory schools. The expenditure on these schools increased from Rs. 34,610 to Rs. 38 848.

Education of defectives.

The number of pupils at the Ranchi and Patna Blind schools increased from 66 to 78 and 34 to 35 respectively. The former received a Government grant of Rs. 3,120 and the latter of Rs. 1,848. There being no deaf and dumb school within the province, 13 scholars, against 12 in the previous year, were maintained by the local Government and some by the district boards at the Calcutta Deaf and Dumb School. The number of pupils in the schools attached to the leper asylum at Purulia increased from 248 to 271 and the school received a grant of Rs. 720 from the local Government.

Hazaribagh Reformatory School.

The Hazaribagh Reformatory School, which is intended for the education and training of juvenile boy-offenders from Bengal, Assam, Bihar and Orissa, had 205 students against 179 in the previous year. The number of boys from Bihar and Orissa was 129 against 107, from Bengal 67 against 66 and from Assam 8 against 6 in the year preceding. The gross cost of the school fell from Rs. 77,856 to Rs. 76,874 while the net cost was Rs. 71,971. The number of boys under surveillance fell from 116 to 86 of whom 63 were reported to be leading honest lives, 6 were re-convicted, 15 remained untraced and 2 were placed under police surveillance.

Unrecognized institutions. The number of unrecognized institutions rose from 2,593 to 2,614 and the number of their pupils from 69,732 to 72,393. The increase was confined to Chota Nagpur and the coastal districts of Orissa. Many of the schools did not exist throughout the year. The number of national schools remained the same as in the previous year, viz., 19, but the number of their pupils increased from 1,082 to 1,192.

Miscellaneous. The fifth volume of the Oriya dictionary prepared by Babu Gopal Chandra Prahraj was published during the year and the University gave a further grant of Rs. 1,500 towards its cost. It is expected that the work will be completed by the end of the year 1936. The Santal Mission Press at Pokhuria published a novel of Santal village life by the late Mr. R. Carstairs, I.C.S. It deals mainly with the events which terminated with the Santal rebellion of 1885.

The sixth edition of the Bihar and Orissa Education Code was published in the beginning of 1936 and the Hazaribagh Reformatory School Code was also revised and reprinted. The Education Department published a very useful and instructive pamphlet on the new methods of vernacular teaching which was appreciated and welcomed in all schools.

During the year a survey was completed of all the trust funds, under the supervision of the Director of Public Instruction, which resulted in re-investing the balances of these funds in a more profitable manner, and wherever possible, in placing them under the Treasurer of Charitable Endowments.

The Boy Scout and Girls Guide movements continued to make good progress. Very few activities of a political nature were traceable in colleges and schools except in the district of Darbhanga where two school-students were involved in a bomb case.

Conclusion. In spite of the strain imposed on the Department by the earthquake reconstruction and the separation of Orissa, it continued to function very smoothly throughout the year. Special attention was paid to the improvement of primary and female education and the year was noteworthy for the increased interest taken in the literacy of the backward communities.

CHAPTER VI.

Public Health and Medical Relief.

Vital statistics.

As long as the epidemic diseases continue to ravage the Province hardly any improvement in the vital statistics can be expected. The principal epidemics, cholera, small-pox and plague, were all present during the year under report, and claimed heavy tolls. There was also a heavy birth-rate resulting in a correspondingly large percentage of infant mortality. As regards vital statistics, the Province of Bihar and Orissa occupied an unenviable position in comparison with the other Provinces. In death-rate it excels all other Provinces except the Central Provinces and Bombay, while in birth-rate it excels Bengal, Burma, Assam and the North-West Frontier Province. The statement given below shows the position at a glance :—

Province.	Birth-rate.	Death-ra
Bihar and Orissa ...	34.65	25.13
Bengal	32.74	22.67
United Provinces ...	36.04	24.78
Central Provinces ...	44.93	34.25
Punjab	45.57	24.89
Bombay	37.00	25.56
Madras	36.99	24.89
Burma	33.03	20.42
Assam	30.26	21.41
North-West Frontier Province.	32.22	19.42

Excluding the Feudatory States of Orissa, 1,305,580 births and 947,051 deaths were recorded. The Provincial death-rate for 1935, as compared with that of the previous year, showed a decrease of 0.9 per cent, while the birth-rate increased from 33.66 to 34.65 per mille. The excess of birth-rate over death-rate in the Province was 9.5 as compared with 7.7 in the previous year. The infant-mortality rate in 1935 was 129.2 per mille of births against 149.95 in the preceding year. The general death-rates from cholera, small-pox, fever, dysentery and diarrhoea, respiratory diseases, injuries and other causes in 1935 was 25.1 per mille as against 26.0 in the preceding year. The urban death-rates from cholera, small-pox and fever were lower than those in the rural areas which may be attributed to better sanitation in the municipal towns. It would be interesting to note here that while the census of February 1931 recorded a population of 37,677,576 persons in the Province, there have been 5,193,154 births and 3,537,992 deaths from 1932 to 1935 and 3,51,260 persons have died from epidemic diseases only.

The registration of vital occurrences is not compulsory in rural areas and the reporting agency in these areas is the village chaukidar who is usually illiterate. The figures of vital statistics furnished by him cannot therefore be accepted as absolutely correct, though all attempts are made to ensure their accuracy. In the municipal towns, where registration is compulsory, the correctness of 18,595 vital occurrences was checked in the course of the year by Health Officers and the vaccination staff. The number of omissions detected as a result of these enquiries was 147, and in 58 cases the offenders were successfully prosecuted. In rural areas 155,911 vital occurrences were verified by the vaccination staff as against 123,127 in 1934. Verification of vital statistics in rural areas is very difficult, specially in districts, which do not maintain complete health organisations under District Health Officers. In order to keep the public informed of the actual state of the public health in the Province, two separate weekly reports were regularly published throughout the year. The vital statistics of all towns having a population of over twenty thousand were printed and circulated in the districts by the Public Health Department, while the number of deaths from cholera, small-pox, plague and influenza was published in the *Bihar and Orissa Gazette* every week.

The following statement compares the ratio under the chief heads of mortality from the principal diseases in 1935 with the previous ten years :—

—	Urban.		Rural.		Combined.	
	Ten year's average.	1935.	Ten year's average.	1935.	Ten year's average.	1935.
1	2	3	4	5	6	7
Cholera	0·9	0·7	1·5	1·8	1·5	1·7
Small-pox	0·6	0·3	0·5	0·6	0·5	0·6
Plague	0·1	0·1	0·1	0·07	0·1	0·07
Fevers	7·4	6·8	16·4	18·1	16·0	17·6
Dysentery and Diarrhoea	0·8	0·8	0·5	0·5	0·5	0·5
Respiratory Diseases ...	0·5	0·6	0·1	0·2	0·2	0·2
Injuries	0·5	0·4	0·3	0·3	0·3	0·3
All other causes ...	4·8	4·7	4·3	4·0	4·3	4·1
Total ...	15·7	14·5	24·0	25·5	23·6	25·1

Cholera.

Cholera took a toll of 64,876 lives from the Province in 1935 as against 57,289 the year before. The climatic conditions in the Province are favourable to the spread of cholera for many months in the year and the incidence of mortality from this disease is higher in comparison with most other diseases. Cholera spread to almost all the districts of the Province in July and assumed definite epidemic proportions in the districts of Gaya, Santhal Parganas and Hazaribagh in August. Among the districts affected, Gaya, Hazaribagh, Muzaffarpur, Champaran and Darbhanga recorded the highest number of deaths from cholera. The districts of North Bihar were comparatively worse affected during the year under review.

There are numerous religious fairs in the Province, at which people gather in thousands at different times in the year. Effective precautions were taken at each centre, which minimised the danger of casualties from epidemic diseases considerably. The Rath Jatra

festival at Puri, which occurs at the mid-cholera season in July and is attended by lakhs of pilgrims from all over India, requires special efforts and arrangements to prevent epidemics. The preventive measures taken by the Public Health Department were successful and no serious epidemics were reported. Before the pilgrims began to collect, wells were disinfected and the lodging-houses were cleaned up and licensed by the Health Officer of the town. Special epidemic doctors were also deputed to watch the sanitary condition of the fairs.

Twelve District Boards continue to maintain Health Officers with a suitable subordinate staff to deal with the outbreak of cholera. In addition to this, 46 epidemic doctors were deputed by the Government to work in the districts affected by cholera. The District Boards generally maintained sufficient stock of disinfectants in reserve and when their supplies were exhausted, Government supplied fresh stocks in cases of emergency. Anti-cholera inoculations have now become a popular preventive measure and Government maintained a large stock of cholera vaccine at the Vaccine Depot at Namkum. It is satisfactory to note, that about a million doses of anti-cholera vaccine were issued during the year. Inoculations, which were so much dreaded by the villagers in the past, are now getting popular, and are little objected to even in remote villages. Cholera bacteriophage was also commonly used. 110,555 phials of choleraphage were prepared and 104,359 phials were actually supplied on requisition to various towns and districts in the Province. During the Rath Jatra festival at Puri, choleraphage was mixed with the drinking water-supply with satisfactory results. The mortality from cholera which had gone down to 1,736 in 1925 rose up to 155,215 in 1930. In 1932, it went down to 9,348, but it is showing an upward tendency again. There were 17,514 deaths in 1933; 57,289 in 1934 and 64,876 in the year under report. The efforts of the District Boards, Municipalities and the Public Health Department were successful to a great extent in checking the spread of the disease but the diversity of local conditions, and the inadequacy of rural sanitation combined with the illiteracy of the masses present a problem which will take years to solve before the epidemic diseases can be eradicated from the Province.

Small-pox.

Small-pox is the most easily preventible disease, but the prejudice of the villagers against vaccination of their children has not yet disappeared. As a result of it, thousands of them die when the disease appears in the form of an epidemic. The epidemic appeared in the

severest form in 1926 when the total number of deaths in the Province rose to 34,873. It went down to 6,671 in 1929, but since then it appears to be going up again. The figures given below show a steady increase in mortality :—

Year.	Deaths.
1929	6,671
1930	7,455
1931	8,028
1932	16,466
1933	42,674
1934	30,310
1935	22,967

Small-pox accounts for 22,967 deaths as compared with 30,310 in the previous year. The death-rate was 0.6 against 0.8. The improvement in the figures of deaths is attributed to the immunity conferred by the extensive vaccination and revaccination carried out in 1933, when the disease had appeared in the form of a severe epidemic in the Province.

During the year under report rural areas suffered more than the urban areas where people were more willing to get themselves vaccinated. The highest number of deaths was reported from the districts of Purnea, Sambalpur, Angul and Ranchi. Among the towns, Hazaribagh, Forbesganj and Dinapur were the worst sufferers.

The total number of vaccination operations performed in the year was 1,764,502 out of which 1,003,043 were primary vaccinations and 703,459 re-vaccinations. But the prejudice against vaccination for small-pox has not yet disappeared. There is a tendency on the part of the parents to avoid the primary vaccination of their children, and this is to a great extent responsible for mortality from small-pox. It is therefore clear, that unless the primary vaccination as well as the re-vaccinations after an interval of seven years are made compulsory throughout the Province, mortality from small-pox will continue from year to year. So far, only a primary vaccination is compulsory under the Bengal Vaccination Act in all the municipal towns of the Province and also in the rural areas of the districts of Patna, Gaya, Muzaffarpur, Saran, Champaran, Darbhanga, Purnea, Bhagalpur, Hazaribagh and Puri. All the above districts, except Hazaribagh, have got their health organizations under the Health Officer. The control of vaccination has now been handed over to the local bodies and

the Health Officers concerned have been appointed as Superintendents of vaccination. It is satisfactory to note that in most districts, the local bodies have now assumed the responsibility for the control of vaccination and are striving to overcome the apathy of the rural people against vaccination.

Vaccine continues to be manufactured in the Government Depot at Namkum and is supplied to all the districts free of cost.

Plague.

Plague appeared in a virulent form in the Province in the year 1923, when 28,911 persons died of it. Since then, the disease had been gradually disappearing until 1933, when the number of deaths came down to 1,635. In 1934 the number of deaths rose to 5,411, but in the year under review it decreased to 2,861 again. There are, however, certain isolated tracts in the districts of Saran, Muzaffarpur, Darbhanga and North Monghyr where the disease appears every year with the approach of winter, reaches the maximum intensity during February and March, and, disappears with the advent of summer. The district of Saran recorded the highest number of deaths during the year. The district of Champaran, which was free from plague in 1933 and 1934 suffered from plague again and the disease spread in 17 villages, but fortunately the number of deaths was not large. The temporary emergency regulations under the Epidemic Disease Act, 1897, for the prevention of plague, were enforced in Bettiah town from October 1935 to the 30th June 1936. Government epidemic doctors were deputed to carry on anti-plague vaccinations and other measures in all the affected districts.

Dysentery and diarrhoea.

Dysentery and diarrhoea were most prevalent in Orissa, and out of 19,956 deaths, 15,912 deaths were reported from Orissa Division alone. The peculiar climate of Orissa coupled with the bad state of the water-supply and defective sanitation, was probably responsible for a large number of deaths from these diseases. The highest death-rate was recorded in Puri. In October 1935 piped water-supply was introduced and this is expected to minimise the incidence of these diseases in the town.

Malaria.

Fever claimed 663,964 victims during 1935 with a death-rate of 17.6 per mille as against 17.8 in 1934. But it must be observed that mortality from a number of diseases, in which a rise of temperature is a marked symptom, is grouped under the heading " fever ". It is, therefore, not possible to state the exact number of deaths from malaria, but it is presumed that the disease undoubtedly accounts directly or indirectly for the bulk of these deaths. Sporadic cases of malaria

occur almost in every district of the Province, but some portion of Orissa and the districts of Singhbhum, Purnea, Muzaffarpur, Darbhanga and North Bhagalpur are known to be comparatively malarious. The incidence of malaria was less severe in Purnea, but it appeared in a severe epidemic form in Supaul and Madhepura subdivisions of Bhagalpur. 157 villages were affected with malaria in Madhepura and 88 in Supaul subdivision, the total number of persons attacked being 14,108 and 33,548, respectively. The epidemic appeared soon after the Kosi floods which had enveloped the major portions of these subdivisions, and, the villages attacked were in the low-lying area through which the flood water had passed. Eight field dispensaries were opened temporarily to provide the necessary medical relief to the affected persons. 187 pounds of quinine sulphate and 112 pounds of cinchona febrifuge were distributed free.

Kala-azar.

The total number of patients treated for *Kala-azar* in hospitals and dispensaries during the year 1935 was 57,495 as against 58,547 in the previous year. This disease is prevalent mostly in Saran, Muzaffarpur, Darbhanga and Purnea and is responsible for an increase in mortality every year. Special grants for treatment of *Kala-azar* were given by Government to Sadr, Subdivisional and other important hospitals as in previous year.

Tuberculosis.

Actually a much larger number of persons suffer and die of tuberculosis than the official statistics show. The reason is that the largest number of sufferers is to be found among purda-women, who, on account of the rigours of society, have to confine themselves inside their dwelling houses. Being deprived of fresh air and sufficient physical movements which are so essential for life, they soon fall a prey to this slow and wasting disease. In rural areas the seriousness of the disease is hardly realised and there are few people who can afford to pay for treatment at sanatoriums. The result is that the victim dies sooner or later. In many cases the disease is hardly detected and the reporting agency—the village chawkidar—reports the death as due to fever or some thing else. It is, however, encouraging that the evil consequences of the purda system are being realised in educated societies. The rigour of the purda has been much relaxed in recent years and it is hoped that the incidence of the disease among purda women will show a proportionate decrease in future.

Seventeen thousand four hundred and ninety persons were treated for tuberculosis in hospitals and dispensaries as against 18,383 in the previous year. The largest number of cases was

reported from the districts of Patna and Saran, where the patients treated were 3,561 and 3,037 respectively. In Gaya, Shahabad, Darbhanga, Monghyr and Santhal Parganas Districts, the number varied from 1,000 to 1,700. In addition to this, 132 patients were treated at the Itki sanatorium.

The spread of this disease is causing serious alarm, and the problem of checking it is extremely difficult, as the average people have little knowledge about the causes which tend to bring about the disease and cannot afford to pay for prolonged treatment at hospitals and sanatoriums. Sanitary dwelling houses and sanitary surroundings are the essential necessities to combat the disease.

The Red Cross Society continues to do useful service by distributing posters and pamphlets on tuberculosis among the Hindi-knowing people of the Province through the local bodies and middle schools in order to arouse a sanitary consciousness in the masses. Apart from this, the Health Officers of Puri and Patna City municipalities were sent for special tuberculosis training at the School of Tropical Medicine, Calcutta, and the cost was met by the King George Thanksgiving Anti-Tuberculosis Fund. The Public Health Department distributed a pamphlet translated into the vernacular entitled "Tuberculosis Problem in Bihar and Orissa" which was specially written for the purpose.

Leprosy.

Six leper asylums and two leper colonies were at work during the year and the number of leper residents in them was 2,516 against 2,198 in 1934. The number of outdoor patients treated in these institutions was 4,475 against 2,093 in the previous year. Besides these, 56 leper clinics functioned during the year which treated 17,813 patients as against 21,115 in the year before. Six of these clinics were newly started during the year, one in the districts of Muzaffarpur and Cuttack each and 4 in the district of Manbhum. Three of these are maintained by the Government, 3 by the Bettiah Raj, 4 by Christian missions and the rest by the municipalities and the district boards with grants-in-aid from the Bihar and Orissa Leprosy Relief Committee. The total maintenance charges of these institutions amounted to Rs. 1,90,355 as against Rs. 1,82,498 in the preceding year.

Health propaganda.

The Public Health Bureau maintained by the Government continued its activities throughout the year. Posters and leaflets dealing with public health were distributed in large numbers. Magic lantern lectures

and public meetings were held at convenient centres throughout the Province. Magic lanterns are a good medium for attracting the villagers and stimulating their interest in public health matters. A series of 10 illustrated posters on rural sanitation was prepared by the Bureau and 500 copies of these were painted and supplied to the local bodies for demonstration purposes. A special health section was also organised at the Provincial Exhibition held at Patna. The pamphlets entitled " Tuberculosis problem in Bihar and Orissa " and " Beri Beri in Bihar and Orissa " were translated in Hindi and widely circulated in the Province. The Assistant Directors of Public Health delivered short lectures on sanitation and hygiene during their vaccination inspection tours in rural areas. They were provided with magic lanterns and complete sets of slides on all important topics of health.

Special precautions, were as usual, taken to enforce sanitary measures for the control of epidemic diseases at all the important fairs and festivals such as those at Puri, Sonepur and the *Pitri-paksh* mela at Gaya. The Red Cross Society did useful work in making health propaganda and their Health Museum at Patna attracted 149,642 visitors during the year. The Officer in charge of the Public Health Bureau attended the Museum on all important occasions throughout the year, and explained the exhibits to the visitors. The municipalities of Gaya, Ranchi, Patna and Bhagalpur as well as the District Boards of Patna, Gaya, Shahabad, Champaran, Saran, Darbhanga, Muzaffarpur, Bhagalpur and Purnea continued to employ full-time medical officers of health during the year. The District Board of Manbhum introduced an approved health organisation scheme during the year and appointed a qualified medical officer to take charge of the scheme. The other municipalities and district boards, which do not employ health officers, maintain a small health staff; but in order to exercise efficient supervision over the subordinate health staff and effective control of recurrent epidemics, a suitable health organisation scheme with a well qualified health officer is also considered an urgent necessity. The local bodies which do not employ health officers frequently requisition for Government epidemic doctors.

School hygiene.

The local Government maintained a special staff of officers for the medical examination of students of high and middle schools in the Province. The staff consisted of five School Medical Officers (one for every division) and a Lady School Medical Officer for girls' schools. These officers visited all the high schools and some of the Middle English Schools in their respective Divisions. The five School Medical Officers

examined 11,166 boys in 1935, out of which, 6,212 pupils or 55 per cent as against 42 per cent of the preceding year, were found suffering from some disease or other. The majority of them, as usual, had enlarged tonsils, caries teeth, scabies and palpable glands in the neck. Of 550 girls examined by the Lady School Medical Officer 427 or 77.6 per cent were found defective or diseased. Parents or guardians of such pupils were informed of the defects found in their wards and advised to arrange for proper treatment. The School Medical Officers also delivered lectures on hygiene and sanitation at all the schools by means of illustrated posters and magic lantern slides. Every student who appears at the matriculation examination is required to attend 10 lectures before he is allowed to sit for the examination.

Public Health Laboratory.

During the year 2,847 articles were examined chemically and bacteriologically as against 2,058 in the preceding year. Of these 25 samples were received from private individuals or firms for analysis on payment of fees. The increase in the number of analysis is attributable to the fact that local bodies have now begun to realise the importance of the Food Adulteration Act. 395 samples of *ghee* out of 679, 52 samples of sweets out of 74, 49 samples of milk out of 83, and 322 samples of mustard oil out of 851, were found adulterated.

Medical Institutions.

There was a steady increase in the number of hospitals and dispensaries from 1931 to 1934, but no new institutions appear to have been opened during the year under report. The total number of hospitals and dispensaries remained the same as in the previous year, viz. 690. Of these 126 were in urban and 564 in rural areas and 86 were transferred to Orissa on the separation of that Province on the 1st April 1936. In addition to these medical institutions the province has got the European and Indian Mental Hospitals in Ranchi, the Itki Sanatorium for tuberculosis, the Radium Institute and the Pasteur Institute at Patna, the Medical College at Patna and Medical Schools at Darbhanga and Cuttack. The vast majority of the medical institutions were maintained from public funds, i.e. either by the local Government or by the local bodies. Some were maintained by the railways primarily for the benefit of their employees, some by private organisations aided by public grants, and a few by the public-spirited individuals and big land-holders entirely out of their private resources.

The total number of patients treated at the various hospitals and dispensaries in the province rose from 7,029,694 in 1934 to 7,191,877 in 1935. Over 3½ lakhs of surgical operations were

performed during the year and more than 95 per cent of these were completely successful. These figures, however, should not be taken to indicate the actual number of persons who suffered from sickness and received medical aid in the Province. There are thousands of registered and unregistered practitioners, *Vaidyas*, *Hakims* and philanthropic individuals who prescribe and supply indigenous medicines to people who never come to the allopathic hospitals and dispensaries.

Government contributions for the maintenance of the hospitals and dispensaries during the year amounted to over Rs. 9 lakhs, that by local and municipal funds over Rs. 16 lakhs and that by subscriptions was only Rs. 1,30,049. The total expenditure during 1935, excluding the amount invested, was Rs. 28,46,666 against Rs. 27,04,328 in the preceding year.

Medical aid to women.

Arrangements for medical aid to women in the Province are not yet on the same scale as for men and this remark applies specially to rural areas for which the District Boards are responsible Another obstacle in the way is the social prejudice which prevents women from attending the hospitals and dispensaries for treatment of diseases and for service in maternity cases. In the latter case it is the untrained village *Chamain* or *Dai* who is in demand, the consequences sometimes being serious.

The separate hospitals for women at Patna, Barh, Bihar, Gaya, Ranchi, Monghyr, Bettiah, Bhagalpur, Hazaribagh and Chakradharpur continued to do useful work. There are qualified lady doctors at most of the Sadr and subdivisional hospitals and separate wards for treatment of female patients as well as separate arrangements for distribution of medicines also exist in most of them. But hardly any improvement was noticeable in the arrangement for treatment of female patients in rural dispensaries. The reason, however, was the financial difficulty on the part of the district boards, but with the general awakening for the betterment of the condition of the women-folk, the local bodies are now devoting greater attention to the problem and future historians will record the progress.

The Bihar and Orissa Maternity and Child Welfare Society continued to do good work for the relief of women in the Province. The society has its own fund and also gets an annual grant from the local Government. There were eight child welfare centres in 1935, viz., three in Patna and one each at Cuttack, Monghyr, Balasore, Muzaffarpur and Ranchi. In addition to these, there were midwifery centres in Patna, Darbhanga, Puri, Sambalpur,

Manbhum and Ranchi, while the industrial areas of Jharia and of Jamshedpur also maintained centres for child welfare work. The municipalities of Ranchi, Darbhanga, Puri, Purulia, Dhanbad and the Patna Administration Committee also maintain midwifery service for their own areas. The Government Maternity Supervisor at Patna with her staff of midwives, and the Maternity Supervisor employed at Cuttack, continued to do useful work during the year.

The total number of female patients treated in the hospitals and dispensaries was 47,304 indoor and 2,024,850 outdoor as against 30,484 indoor and 20,11,909 outdoor of the previous year.

Medical education.

Medical education is given at the Prince of Wales College at Patna, and at the schools at Cuttack and Darbhanga. The Medical College completed the 11th year of its existence and at the end of 1935-36 there were 267 students on the roll, new entrants being restricted as usual to forty. It is gratifying to note that the M.B., B.S. degree of Patna University has been recognised by the General Medical Council of Great Britain. Great progress has been made in the equipment of the Patna Medical College and the results of the examinations have been satisfactory. The two medical schools, at Darbhanga and Cuttack continued to work efficiently and to turn out well trained medical practitioners. But the number of medical graduates and licentiates already turned out is in excess of the actual requirement of the Province. The number of posts available each year is about half the number of annual production and the excess has to depend upon private practice which has already become overcrowded. The problem of unemployment among doctors, as among other professions, is already noticeable, and the politicians of the future will have a difficult task in deciding how to absorb the superfluous doctors.

Mental Hospitals.

The Indian and European mental hospitals are situated at Kanke near Ranchi. The latter is practically an All-India Institution and receives patients from nearly every Province in Northern India. As a result of careful rearrangement of the space available in the hospital, it is now possible to accommodate an appreciably larger number of patients than before. Occupational therapy is considered to be one of the best treatments of mental defectives, and it is gratifying to note, that this department of the hospital has reached a high state of development. The provision of occupations to suit individual requirements has been found very advantageous and the department also turned out useful work both by manufacture of articles saleable outside and by taking up work for the hospitals'

own requirements. The number of admissions registered during 1935 was 58 (26 males and 32 females) as against 72 in the previous year. The average strength of patients resident in the hospital in 1935 was 206.75 as against 206.27 in 1934. The recovery rate for 1935 was 11.08 as compared with 5.04 of the previous year, while the ratio per cent of cases "recovered" to direct admission in 1935 was 32.21 as against 15.11 in the previous year. In 1923 its management was made over to a Board of Trustees containing representatives from the different Governments who continue to give every encouragement in developing the hospital as a modern institution for the treatment and care of lunatics. The net expenditure for the upkeep of the hospital and on the maintenance, supervision, and treatment of patients, amounted to Rs. 3,17,059 during 1935 as against Rs. 3,16,175 in the previous year.

The mental hospital for Indians was opened towards the end of 1925, and it continued to serve the Provinces of Bengal, Bihar and Orissa. The hospital provides accommodation for 1,014 male and 272 female patients. 50 additional emergency beds for male patients were sanctioned by Government in 1929 and these were in constant demand throughout the year. Further, with a view to relieve congestion of criminal lunatics in the prisons, it has been found necessary to augment the accommodation by 44 additional beds without prejudice to the health of the inmates. The total population of the hospital during the year 1935 was 1,428 as against 1,409 in the year preceding. The ratio of cures to the total admissions during the year was 17.81 per cent. Better results could be achieved if patients were sent for treatment at an earlier stage of the disease. Various forms of outdoor and indoor games are provided in these institutions which are keenly appreciated by the patients. The cinematograph affords a very good entertainment to them and is in itself a valuable form of treatment. The vegetable garden at the hospital provides daily work for about 250 patients. The outdoor work is considered very useful in the physical and mental uplift of the patients and also in allaying mild states of excitement.

Itki Sanatorium.

The Itki Sanatorium near Ranchi completed the fifth year of its existence during the year 1935. Its equipment has been greatly improved and the institution is rapidly growing popular. The sanatorium is intended for the treatment of cases of tuberculosis in its early stages. During the year 1935, there were 193 applicants for admission, but actually only 132 could be admitted. The present

capacity of the sanatorium having been found insufficient to cope with the increasing demand for accommodation, Government sanctioned the construction of 31 additional wards which was taken up during the year. It is hoped that the new wards will be ready for occupation during 1936-37.

The Radium Institute.

The Radium Institute at Patna has now completed the 14th year of its existence. It was moved from Ranchi to Patna in the year 1928 in order to utilise it more fully in conjunction with the General Hospital and Medical College. There was a slight increase in the number of new cases treated at the Institute during 1935, viz. 812 against 804 in the previous year. This, however, excludes cases remaining under treatment at the close of 1934, or old cases who returned for further treatment during 1935. The number of the latter was 238. The total number of treatments given was 2,476 as against 2,545 in 1934.

The Institute continued to attract patients from all over India. Out of 812 patients treated during 1935 as many as 382 came from the different Provinces of India (including 38 from Native States). Radium treatment now being available at various places in India, the patients first take advantage of the local facilities. The result is that only advanced cases which require fairly large doses of radium are now coming to the Institute. Nevertheless, 294 cases improved under treatment, 130 were freed from all signs of the disease, and 38 were cured during the year 1935. The fees received from the patients for Radium treatment during the year amounted to Rs. 8,121 as against Rs. 8,105 in 1934, and house rent Rs. 2,286 against Rs. 1,890.

The Pasteur Institute.

The Pasteur Institute at Patna and its branch at Cuttack continued to work satisfactorily and dealt with a large number of patients during the year under review. Treatment was given to 4,931 patients at the Institute and 376 patients at the Cuttack centre. More than half of the patients treated were indigent. Indigent Indian patients were paid a diet allowance at the rate of four annas a day during the course of their treatment at the Institute. The total expenditure on account of payments made to indigent patients and their attendants, for their maintenance and return journey charges, aggregated to Rs. 19,721 (including Rs. 870 spent at the Cuttack centre). The mortality rate is based on the health reports of the patients received six months after completion of treatment. The hydrophobia rates amongst patients treated at the Patna Institute and at the Cuttack centre were 0.59 per cent and 0.97 per cent respectively.

CHAPTER VII.

Maintenance of peace, Administration of Justice and Jails.

The Police.

The lull in the political activities of the province left the police to concentrate their attention more fully on the detection and suppression of ordinary crimes. Though the year was less eventful than the years preceding, economic conditions were favourable to the commission of thefts and dacoities. The floods caused extensive damages to crops in certain parts of the province and property both in North and South Bihar. Burglaries increased slightly and were counter-balanced by a slight fall in thefts, but there was a marked increase in dacoities. The police were helpful in rendering assistance to the villagers residing in flood affected areas. The work done by them at certain important fairs and festivals, e.g. the Sonepur Fair, was recognised by the public as well as in the press. Their activities inspired confidence in the general public who realised the usefulness of the police in affording protection and safety to the masses. It is gratifying to note that there was a distinct improvement in the co-operation between the public and the police in the prevention and detection of crime.

The tension, which frequently occurs between Hindus and Muhammadans at the time of the *Bakr-Id*, the *Tazia*, the *Dussehra* and the *Mahabiri Jhanda* processions, imposes a great strain on the police who are responsible for maintaining peace and order. They did their duty with considerable patience and forbearance and often at considerable risk. Several constables and sub-inspectors received injuries in controlling crowds and preventing riots in the districts of Champaran, Hazaribagh and Ranchi but none of them were injured seriously.

Rewards amounting to Rs. 26,934 were paid to 5,030 policemen and Rs. 9,922 to 1,737 members of the public for assistance in detection of crimes. Eighteen police officers of different ranks were honoured with decorations and titles conferred by His Majesty or by His Excellency the Viceroy. During the year 138 criminal charges were brought against the police, of which 4 were declared true and 15 false; 64 were dismissed, 15 resulted in conviction, 13 ended in acquittal, 8 were withdrawn and 19 were pending at the close of the year. In departmental proceedings, 103 officers

and 475 men were punished, against 111 officers and 507 men of the previous year. Six officers and 77 men were dismissed from service.

The total expenditure on the police force in 1935-36 was a little over Rs. 85 lakhs. Major projects for construction of police buildings amounting to Rs. 6,37,083 were held up owing to financial stringency, but projects amounting to Rs. 2,13,816 were taken up during the year. In order to check the growing increase of dacoities new armed Range Reserves, comprising of 2 sergeants-major, 6 sub-inspectors, 20 havildars and 298 constables' were constituted with effect from May 1935. Special constables were appointed in Saran to guard the railway embankments during floods and in Dhanbad to prevent disturbances during the *Muharram* and to guard the area rendered dangerous by colliery fires.

The Military Police had a quiet year, but a detachment of the mounted troop had to be drafted to Saran to help in the prevention of dacoities, and another to Champaran on account of communal disturbances. Detachments of the Gurkha Military Police were also sent out to Jamshedpur and Darbhanga on the occasion of His Excellency the Viceroy's visits to those places. A contingent of the Gurkha Military Police had to be sent to Lahore at the request of the Government of India in connection with the Shahidganj mosque agitation.

Considerable improvement was noticed in the education of constables this year. Classes were held regularly and the majority of constables are now able to read and write in the vernacular. A number of constables can also now read and write English numerals and characters. Out of 688 men recruited during the year, only 10 were illiterate. Training in first-aid was given to 763 policemen of the Constables' Training School out of which 679 passed the test. Literacy amongst constables is of great advantage in modern times and particular attention is given to this at the time of their recruitment.

The rural police—the village chowkidars—continued to be a useful link between the villagers and the police. They reported crimes punctually and were the source of much useful information. In Gaya a *dafadar* arrested on suspicion a man staying with a local villager who was later on found to be a wanted ex-convict. In Singhbhum a *chowkidar* acting with great promptitude held up a train in which an accused was about to escape and in Ranchi another *chowkidar* obtained a confession from the murderer and discovered the dead body. Rewards amounting to Rs. 71,582 were

distributed among the rural police while 33.7 of rural police force received punishments. The total number of *chowkidars* in the province was 64,716. 789 *chowkidars* were dismissed and 66 received judicial punishments, out of which 23 only were for neglect of duty.

Revolutionary activity.

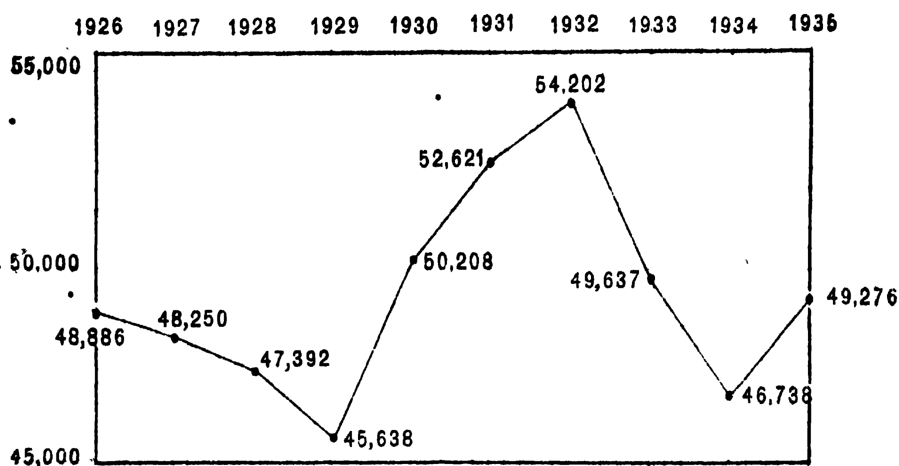
Although fortunately the province was free from any overt revolutionary crime during the previous one and a half years, the discovery of explosives and a few abortive attempts were a reminder of the fact that the movement was not yet extinct. In June, a number of persons belonging to an old Jharia gang were caught when they were out to commit a dacoity. Three of them were sentenced to 4 years' rigorous imprisonment, while the fourth, who made a full confession of his guilt, was released after admonition under section 526 of the Criminal Procedure Code. In the following month one Asharfi Thakur and five other youths of Madhubani mishandled a bomb while filling it. The bomb exploded causing the death of Asharfi and serious injuries to the rest. The survivors were sent up for trial while one of them turned approver. In September an ex-convict of the Gaya conspiracy case attempted to revive revolutionary activities when released from jail, but was convicted and sentenced to 18 months' rigorous imprisonment again. One of his associates was dealt with under the Arms Act.

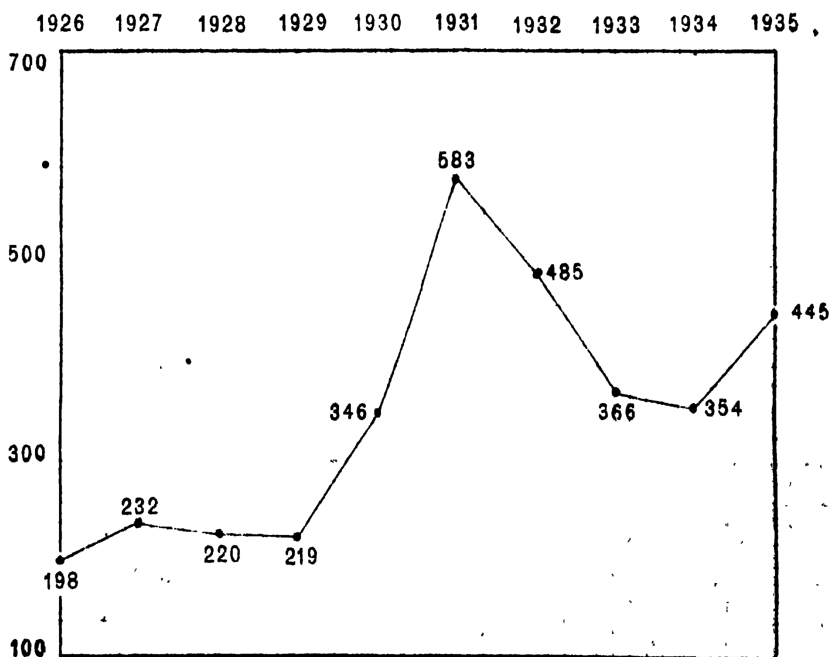
11 persons were interned and 9 externed under the Bihar and Orissa Public Safety Act during the year.

Crime.

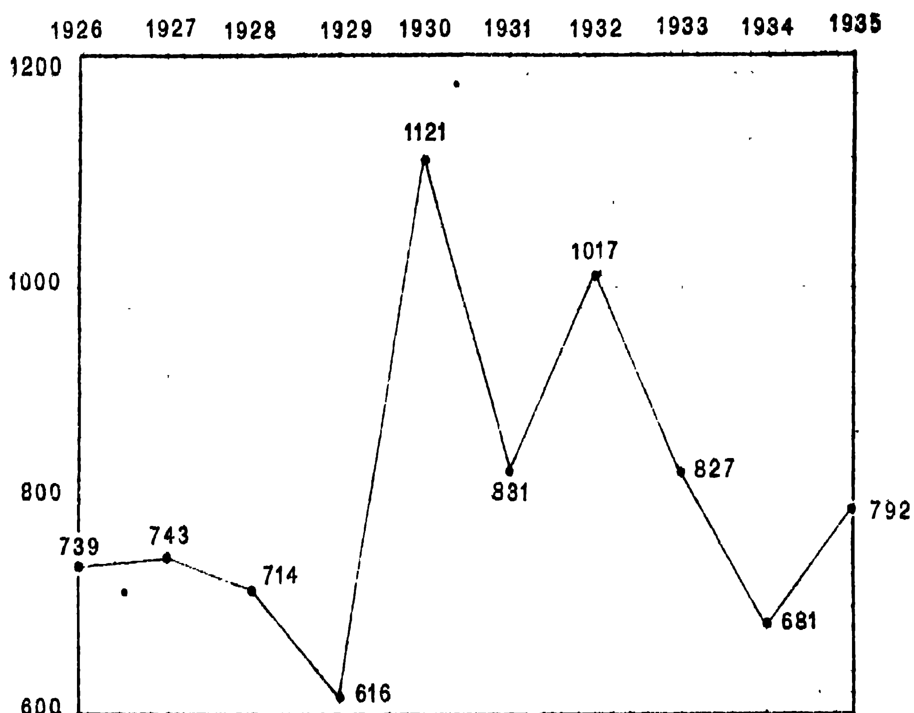
Cognizable crimes rose from 46,738 to 49,276. A glance at the diagrams will show the increase in the figures for dacoity, murder and rioting. Robbery increased by 10, murder by 17 and riots by 16 per cent. Dacoity increased by 25 per cent., i.e. from 354 cases in 1934 to 445 cases in 1935. There was a slight increase in burglary while there was a slight fall in theft.

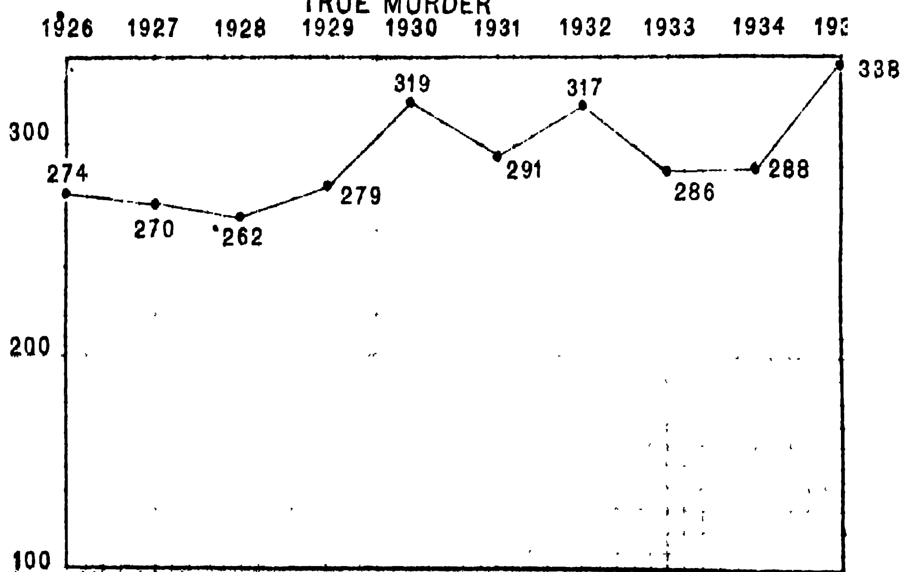
Dacoity is a problem which is engaging the earnest attention of Government and in order to check its growth an armed Dacoity Force was created during the year. Failure of crops and unemployment amongst the labourer class are two very potent factors and both of them were present during the period under review. The districts of Saran, Bhagalpur, Gaya and Monghyr were responsible for 208 out of 445 true dacoities reported during the year. In these four districts 153 persons were convicted of dacoity and 122 were either under trial or awaiting trial at the close of the year. Purnea, which is notorious for dacoities reported only 32 cases against a





Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh, Patna.





Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh, Patna.

triennial average of 55; Champaran 10 against 44 and Patna 11 against 31. Organised and sustained action by the police of these districts and successful action under section 110, Criminal Procedure Code, were apparently responsible for this improvement.

There was a remarkable increase in the number of recorded non-cognizable offences during the year (76,298 against 72,296). The percentage of non-cognizable crimes to the total number of crimes was 60 for the province and varied from 51 in the Chota Nagpur Division to 77 on the railway. The value of the property stolen was Rs. 16,59,328 against Rs. 15,15,252 and that of property recovered Rs. 1,59,043 against Rs. 1,56,013 in 1934. There was a nominal increase in the percentage of the cases in which the properties were recovered, viz., 28.5 against 29.1. Of 17,172 cases of burglary and 11,104 cases of thefts, investigation was refused in 433 and 1,081, respectively. In 164 cases enquiry was ordered by the Magistrate after it had been refused by the police and 6 such cases ended in conviction.

Murders.

There were 338 murders against 288 in 1934. Witchcraft was the alleged cause of 16 murders while 44 murders were for gain and 1 was a case of human sacrifice. 24 per cent of the cases were due to intrigues with women. 434 persons were tried in all, out of which 148 were convicted. Ranchi was again the worst criminal district in this respect, 34 out of 176 murders having been committed in that district. Some of these cases exhibited extreme brutality on the part of the murderers. In Hazaribagh a Munda beheaded a girl in broad day light, took the head to his house and offered it to the household deity. In Cuttack an excise vendor was brutally murdered while returning home with the sale proceeds at night. In Ranchi a girl was raped and throttled to escape detection. In Dhanbad a girl of 12 was carried away while asleep, raped and murdered. In Purnea a boy of 7 was brutally murdered for the sake of a few trifling ornaments. There were 184 true cases of culpable homicide against 163 in 1934.

Riots.

There were 792 riots and unlawful assemblies in the year as against 681 in the previous year. The largest number of these took place in North Bihar and Monghyr headed the list with 105 cases. 765 cases were due to land disputes and 27 to communal riots, which have already been dealt with in some detail in Chapter I. 15 out of 27 communal riots occurred in North Bihar.

The number of true cases of robbery increased from 207 to 229, of which 49 were highway, 2 mail and 2 train robberies. A Marwari lady travelling on the East Indian Railway was robbed of jewellery worth about Rs. 4,000 between Hazaribagh Road and Gaya, while a robber attempted to throttle a constable on the same railway but the latter pulled the chain and the robber was arrested. 47 per cent of the cases reported were sent up for trial, of which 68 per cent ended in conviction against 81 per cent in 1934.

Robbery and burglary.

True cases of burglary increased from 15,208 to 15,903. The increase occurred mainly in Saran, Darbhanga, Sambalpur, Santal Parganas and on the Bengal Nagpur Railway and was due to economic depression and the greater activity of professional criminals in the United Provinces and the Nepal *terai*. Of the cases reported, 9.3 per cent were sent up for trial and 8.1 per cent of them ended in convictions. The percentage of conviction was the highest for many years. Foot-prints helped the conviction in a case in Puri and similar evidence was produced in a case in Monghyr.

Railway crime.

There was an increase in crime on the railways and the number of true cognizable cases increased from 1,753 to 1,855. Six true cases of attempt at derailments were reported during the period under review, 1 from the East Indian Railway, 3 from the Bengal and North-Western Railway, 1 from the Bengal Nagpur Railway and 1 from the Bihar Light Railway. Railway accidents accounted for 518 deaths against 456 in the preceding year. There were 146 cases of suicide and 6 cases of collisions resulting in injury to 7 persons.

False cases.

The number of cases declared maliciously false decreased from 1,478 to 1,376. The percentage of convictions to prosecutions was generally very low and the poorest results were obtained in Shahabad and Purnea where the percentage of convictions to prosecutions were 2.8 and 4.2, respectively.

Surveillance.

At the close of the year 1935, 21,228 persons were on the police surveillance list. Of these 3,671 were in jail, 1,727 were untraced and 15,830 were under actual surveillance. The practice of making constables acquainted with the bad characters of their own and the neighbouring police-stations by making systematic picketing and patrols continued to prove effective. Constables effected 29 arrests of bad characters with whom they had made themselves acquainted.

There was again a slight decrease in the number of arrests by picketing (from 562 to 506). Of the persons arrested 356 were convicted and 15 were under trial at the close of the year. 2,938 officers and men were employed on town patrol duty. Burglaries in towns increased from 2,255 to 2,401 and 563 persons were arrested by round parties, of whom 318 were convicted. In addition to the regular patrols on the Nepal frontier certain roads were regularly patrolled in Patna, Shahabad, Angul, Hazaribagh, Ranchi, Palamau and Manbhum.

Criminal Investigation Department.

The Intelligence Bureau have now 4,353 history sheets of professional criminals. Out of 1,060 persons arrested and traced as old offenders by the Finger Print Bureau, the history sheets of 134 were on record in the Intelligence Bureau. The number of registered members of Criminal Tribes was 6,758 against 6,899 in the previous year. The decrease was due to the removal of a number of Domins of Shahabad and Pan females of Cuttack.

The work of examining questioned documents in the Criminal Investigation Department is on the increase. The Finger Print and Photo Bureaus are valuable both to the police and to the public. 111 questioned documents were received for examination against 89 in the previous year. The Photo Bureau recorded the photographs of 197 persons, 488 manuscripts and 1,593 finger-prints besides 133 miscellaneous photographs. Experts from the Finger Print Bureau gave evidence in 434 cases, of which 390 were private, and furnished opinions in 1,288 cases, of which 1,249 were private. The total fees earned during the year amounted to Rs. 28,728 and the Bureau is now more than self-supporting.

Motor Vehicles.

Receipts under the Bihar and Orissa Motor Vehicles Taxation Act increased from Rs. 5,32,856 to Rs. 5,51,284 although the total number of motor vehicles taxed during the year fell from 7,747 to 7,173. The number of driving licenses issued was 5,289 against 3,465 in the preceding year. Motor accidents resulted in the deaths of 91 persons against 82 in the previous year. There were 3,164 prosecutions as against 2,202 in 1934.

Judicial Staff.

The total number of sessions divisions (12) remained unchanged. In addition to the regular judicial staff, temporary additional sessions judges worked in two districts for varying periods during the year. One Additional District and Sessions Judge, sanctioned with effect from the 1st November, was employed at Darbhanga up to the end of

the year. Subordinate Judges vested with the powers of an Assistant Sessions Judge were employed for various periods in various districts and decided 374 cases in all.

Magisterial Staff.

The magisterial staff employed at the close of the year consisted of 345 stipendiary and 139 honorary magistrates. In the previous year the total number of such magistrates was 356 and 148, respectively. 205 of the stipendiary magistrates exercised first, 123 second and 17 third class powers. One of the honorary magistrates was a special magistrate under section 14 of the Code of Criminal Procedure.

Criminal Justice.

The number of criminal offences reported during the year was 110,458, of which 63,413 were offences under the Indian Penal Code and the rest under special and local laws. The number of offences increased, as compared with 1934, in 14 districts and decreased in 6 districts. The largest increases were in Manbhum (24.5 per cent), Monghyr (20.7 per cent) and Muzaffarpur (26.9 per cent). 18,456 complaints were dismissed and 1,313 were declared false after inquiry. These two classes together constituted 17.9 per cent of the total number of cases reported as against 18.3 per cent of the previous year. Of the total number of cases under inquiry, 84,453 were found to be true and of these 79,345 were brought to trial.

Magisterial courts.

As a general rule, most of the criminal cases which come up for trial before the magisterial courts are taken up by the stipendiary magistrates. The honorary magistrates, except those who hold first class powers, are given less intricate and easy cases. 3,343 cases were pending from the preceding year and 79,141 cases were brought to trial during the year under report. The latter exceeded the figure of the previous year by 7,232. The increase was distributed in fourteen districts of the province. The largest increase (2,310) was in Manbhum District and the most conspicuous decrease (691) was in Singhbhum. 79,259 cases were disposed of by magistrates against 71,268 in the previous year. The disposals were distributed as follows :—

District Magistrates	46
Subordinate Stipendiary Magistrates ...	66,336
Honorary Magistrates	11,964
Benches of Magistrates	855
Special Magistrates	58
Total ...	79,259

The total number of cases tried by magistrates in the exercise of special powers under section 30, Criminal Procedure Code, was 307 as against 265 in 1934 and 242 in 1933. The more extended use of these special powers yielded satisfactory results and the burden of the Sessions and Assistant Sessions Judges in non-regulated districts was considerably lightened.

Of the cases disposed of during the year, 833 were committed or referred to the court of sessions, and the rest were finally disposed of by the magistrates themselves. The total number of accused persons involved in the latter was 132,920 against 123,930 in the previous year. The percentage of convictions, in the case of persons actually tried, was 69 per cent as compared with 66.8 per cent in 1934. Out of 66,969 persons acquitted or discharged, the cases of about more than half were either compounded, withdrawn or dismissed for default. Monghyr district reported the largest number of such cases. Sentences of rigorous imprisonment were passed on 13,295 persons and of simple imprisonment on 442 persons. 140 persons were punished with whipping. The fines imposed aggregated Rs. 6,51,021. Rs. 3,69,669 were realised, of which Rs. 59,546 were paid as compensation to complainants. Terms of solitary confinement were awarded to 7 persons sentenced to undergo rigorous imprisonment as compared with 9 in the previous year. There are no juvenile courts in the province but 27 youthful offenders were sentenced to detention at the Reformatory School against 16 in the preceding year. 567 persons were released on probation under section 562 of the Code of Criminal Procedure. More extended use of the salutary provision of the Criminal Procedure Code was made and during the year 234 complainants were ordered to pay compensation to the accused persons under section 250 of the Code as against 184 in the preceding year. The tendency to file deliberately false and malicious cases on the part of litigants is a serious offence, which is a source of inconvenience not only to the persons complained against but also to the courts and the public in general. Section 250 of the Criminal Procedure Code provides a speedy and effective method of dealing with such offenders, and will have a salutary effect if it is used more freely than at present.

The number of witnesses examined in the courts of magistrates was 209,140 as compared with 197,297 in the previous year. The number of witnesses who attended and were discharged without examination was 59,801 or 22.2 per cent as against 23.2 per cent of the previous year. The amount paid to witnesses on account of the expenses for their attendance rose from Rs. 1,39,175 to

Rs. 1,51,833. 62.8 per cent of the witnesses in attendance were discharged on the first day, 30 per cent on the second day, 6.2 per cent on the third day, and 1 per cent after the third day. The importance of minimising the inconvenience to which the witnesses are put, if called again and again, has been stressed more than once and the High Court has again emphasised that the number of witnesses detained after the second day could be reduced by a methodical arrangement of dates fixed for the hearing of cases.

Courts of Sessions.

Eight hundred and eighty-six cases were tried or referred to the sessions courts as against 745 of the previous year. The largest increases in trials as compared with the previous year were in the districts of Gaya (33 to 63), Saran (91 to 118) and Muzaffarpur (42 to 68). There were 3,563 persons, or 288 more than in 1934, under trial before the courts of sessions. The cases of 2,908 persons were decided in the course of the year. Of the persons tried, 1,378 were convicted, 1,382 were acquitted or discharged, and the cases of 148 persons were referred to the High Court under sections 307 and 374 of the Code of Criminal Procedure. 74 persons were sentenced to death, 84 to transportation for life, 1,146 to imprisonments, 140 to fines, and 8 to whipping. In addition to these sentences, 93 persons were sentenced to rigorous or simple imprisonments for terms not exceeding 3 years on failure to furnish security for good behaviour. The total amount of fines imposed by the Sessions Courts amounted to Rs. 19,413, out of which, Rs. 4,761 was realised during the year. The Sessions Judge and the District Magistrate of Purnea are now unanimous in their opinion, that the experiment of sentencing persons convicted of dacoity to whipping in conjunction with short terms of imprisonment instead of to long terms of imprisonments has not proved a success and did nothing to make the crime of docoity less common.

The number of witnesses in attendance before the courts of sessions was 17,850. Of these 13,292 were examined and 4,558 discharged without examination. The amount paid to witnesses on account of the expenses incurred by them in attending sessions trials was Rs. 43,646 as compared with Rs. 38,784 in the previous year.

Trial by Jury.

The system of trial by jury was prevalent in the districts of Patna, Bhagalpur, Muzaffarpur, Saran, Darbhanga, Shahabad, Gaya, Manbhum, Cuttack and Monghyr as in the previous year. The number of persons tried by jury during 1935 increased from 826 to 928 and the verdict of the jury was accepted by the judge in respect of

857 persons. The cases of the other 71 persons were referred to the High Court under section 307 of the Criminal Procedure Code. The verdict of a jury is always accepted, but if the judge thinks that it is really perverse he can refer it to the High Court. On the whole, it is clear that the system of trial by jury worked satisfactorily though some of the Sessions Judges expressed a different opinion. An Additional Sessions Judge was of the opinion that juries very often give verdict which is both inconsistent and perverse and that in cases of murder they are ostensibly led away by sentiment even in clear cases. Two of the Sessions Judges reported that the persons available are insufficiently educated and have little sense of responsibility and do not follow the evidence properly. One of them suggested that some minimum educational qualification should be prescribed for the appointment of jurors. Out of 1,697 persons tried with the aid of assessors, the judges agreed with their opinion in the cases of 996 persons. In the cases of 529 persons they differed from the opinion of one or more but not from the opinion of all, and in the cases of 172 persons they differed from their unanimous opinion.

Duration of Sessions cases.

The average duration of sessions trials from the date of commitment to the date of decision rose from 60.9 days, in 1934, to 70.7 in 1935. The duration was specially long in the districts of Manbhum, Darbhanga, Saran, Cuttack and Shahabad. There were 183 cases in which the committing magistrates had made unusual delay in commitments. These cases related to Bhagalpur, Monghyr and Patna. Notice was taken by the High Court particularly in the cases in which more than 2 months had intervened between apprehension and commitment.

Appeals.

Since the amendment of the Criminal Procedure Code in 1932, criminal appeals have grown more numerous and frequent in the judicial courts. The total number of appeals preferred before the Sessions Courts was 3,189 or 269 more than the figure of the previous year. 273 appeals were pending from the previous year. The number of persons concerned in the appeals decided was 6,257, of whom 55.7 per cent. failed completely. Of those whose appeals were admitted, 41.3 per cent. were altogether unsuccessful, 20.8 per cent obtained a reduction or alteration of sentence, 37 per cent were acquitted and in the cases of only .9 per cent new trial or further inquiry was ordered.

In the courts of magistrates 2,675 appeals were decided involving 6,136 persons. Of these, the appeals of 1,164 were

summarily dismissed and the sentences of 2,277, whose appeals were admitted, were confirmed, making a total of 3,441 wholly unsuccessful appellants. Of the remainder, 934 appellants obtained an alteration of the sentences passed on them, 1,690 their total annulment and the cases of 67 appellants were otherwise disposed of.

At the opening of the year 33 appeals from sentences or orders of criminal courts were pending before the High Court. 326 appeals were preferred and 335 appeals were decided during the year, leaving 24 pending at its close. Of the appeals preferred, 290 were against sentences of courts of sessions, 30 against sentences passed by magistrates and 4 were under section 476-B of the Code of Criminal Procedure. In addition, 2 appeals against orders of acquittal were preferred by the local Government. The orders of lower courts were upheld in 236, modified in 57 and reversed in 34 instances, while 5 were remanded for retrial.

Six references for confirmation of death sentences were pending from the previous year and 55 were submitted to the High Court during the year under report. 58 references affecting 78 persons were disposed of. 19 persons were entirely acquitted, 15 sentences were commuted to transportation for life, 8 to various terms of rigorous imprisonment, while the death sentences passed on the remaining 36 persons were confirmed.

Panchayat Courts.

One hundred and sixteen Panchayat courts established under the Village Administration Act functioned in the districts of Saran, Muzaffarpur, Darbhanga, Patna, Gaya, Purnea and Bhagalpur. Out of these 93 are in Muzaffarpur where the Union Boards are being experimented within compact areas in each of the three subdivisions. The Panchayat Courts dealt with 1,749 criminal cases of a petty nature. The villagers appreciate the Panchayat Courts as the procedure followed in these courts is free from the formalities of a regular criminal court, the disposal of cases is quick and the expenses of the litigants are reduced to the minimum as they do not have to pay any process fee; nor are legal practitioners allowed to appear there. These Panchayat Courts did useful work in dispensing justice though they were not successful in decreasing the criminal work of the regular courts concerned in any appreciable degree. But, unless the experiment is tried on a larger scale, it is difficult to say how far the Panchayat Courts are successful. So far no district except Muzaffarpur has got the Union Boards in compact areas, nor is there any single subdivision in the province where the Panchayat Courts have been opened throughout the area.

During the year 799 cases were instituted on the complaints of courts against 767 in the previous year. 557 of these cases resulted in conviction and 191 in acquittal, 17 cases were withdrawn, 5 were stayed under orders of the appellate courts and 1 was dismissed. In 5 cases the accused persons died and proceedings in 4 cases were quashed. The proportion of acquittals was large in some of the districts, particularly in Monghyr (21 out of 51), Shahabad (20 out of 57), Darbhanga (19 out of 56), and Champaran (12 out of 36), but this was attributed to reasons other than inefficiency in conducting the prosecution. In a majority of the cases, magistrates are reluctant to accept the reports of court peons unless they are also corroborated by some disinterested persons.

Complaints by Courts.

The fees and fines realised in criminal courts amounted to Rs. 9,11,345. Out of this Rs. 3,61,054 were fines, Rs. 93,688 process fees, Rs. 1,46,107 copying and comparing fees, Rs. 2,81,421 court-fee stamp receipts, other than the above, and Rs. 29,075 as miscellaneous receipts.

Receipts.

The permanent civil judicial staff subordinate to the High Court in the province during the year 1935 consisted of 16 District Judges, 28 Subordinate Judges and 96 Munsifs. Temporary Additional District and Sessions Judges worked in two districts for varying periods of the year. Two Additional Subordinate Judges were employed in districts where work was congested. The terms of the two temporary appointments of Munsif for the office of Registrar of the Civil Courts at Patna and Gaya were again extended for a further period of one year.

Civil Justice.

The number of original suits (regular and Small Causes Court) instituted in the courts again increased from 225,332 to 248,244. The increase in institution of suits has now reached a figure, which is the highest ever recorded in any previous year. There has been a progressive increase in the number of rent and title suits since 1932, with the result, that the total number of suits, which was 191,900 in the year 1931, has now gone up to 248,244 as mentioned above. The figures given below will show the suits filed in each district at a glance :

Muzaffarpur	34,203
Saran	30,565
Darbhanga	27,975
Patna	23,358

Shahabad	22,449
Bhagalpur	22,007
Purnea	21,898
Monghyr	20,007
Gaya	17,397
Cuttack	14,592
Manbhum-Sambalpur	8,943
Chota Nagpur	4,850

Fifty-two thousand and forty-four of the suits instituted were money suits; 180,001 were rent suits and 16,199 were title and other miscellaneous suits. There was a slight decrease in money suits, but rent and title suits showed a good increase over the previous year's figures. The majority of rent suits were of value not exceeding fifty rupees. Title suits represented in value 54 per cent of the whole litigation of the province. The total value of regular suits decreased from Rs. 5,74,79,413 to Rs. 4,94,31,597.

The number of suits decided in 1935 was 253,359. The average disposal of suits in the courts of Subordinate Judges decreased from 269.8 to 264.5 and that in the courts of Munsifs increased from 2,411.5 to 2,949.6. Of the total number of suits decided, 247,767 were disposed by Munsifs, 5,554 by Subordinate Judges and 38 by District and Additional District Judges. There was a decrease of 185 and an increase of 941 in the number of suits disposed of under the Small Cause Court procedure by the Subordinate Judges and Munsifs respectively. Nearly 83 per cent of the contested suits ended in favour of the plaintiffs.

There was a marked fall in the average duration of suits decided on contest in the courts of the District Judges. On the other hand, the duration of contested suits under the ordinary procedure in the Courts of the Subordinate Judges was above the average for the province in seven districts, the highest figures being 591,572 and 523 days in the districts of Purnea, Darbhanga and Shahabad, respectively. The increase is said to be due to the fact that a considerable number of long pending suits were finally disposed of on contest during the year. In the Munsifs' courts too the average duration of such suits was about the average for the province in six districts, the highest figures being in the districts of Darbhanga and Patna.

There was an appreciable reduction in pending files from 134,228 to 130,322 (2.9 per cent), but the number of suits pending for over one year from the date of institution rose from 1,715 to

1,812 (5.6 per cent). There were 56,599 applications for the execution of decrees pending from the previous year and 151,433 fresh applications were filed during the year. Full satisfaction was obtained in 92,384 and partial satisfaction in 13,607 cases. In 39,137 cases the proceedings were wholly infructuous while 61,151 remained pending at the close of the year.

The total amount realised in Courts, other than Small Causes Courts, was Rs. 2,34,68,192. The coercive measures employed were the arrest of the judgment-debtor in 532 cases, the sale of movable and immovable property in 657 and 45,847 cases respectively, and attachment of property followed by its release in 40,684 cases.

Civil Appeals.

Appeals and miscellaneous cases preferred before the High Court numbered 2,831. 3,785 cases were pending from the previous year. 3,308 cases were decided during the year. The number left pending at the close of the year was about 400 less than the previous year.

In the appellate courts subordinate to the High Court, 5,497 appeals were instituted, an increase of 5.8 per cent over last year's figure. Appeals were preferred in 27.3 per cent of appealable cases, 2.6 per cent more than last year. The total number of appeals decided was 5,754. At the close of the year the number of appeals pending for more than one year was reduced from 370 to 208 and the total number of appeals pending from 4,203 to 4,039. Only 50.7 per cent of the appeals were decided by District and Additional District Judges. The rest were decided by the Subordinate Judges. In 54.7 per cent of the appeals they confirmed the judgments of the lower courts, and in 15.4 per cent they modified them. In the rest either the judgments were reserved or the appeals were dismissed for default.

Miscellaneous.

The new rules regarding the issue of commissions to pleaders having a certificate of proficiency in surveying were reported to be working satisfactorily. Out of 1,206 commissions issued during the year 11 per cent were executed by persons having expert knowledge in surveying, 59 per cent by pleaders holding certificates of proficiency in surveying, and the remainder by other pleaders. The total amount of fees realised from the parties for issue of commissions during the year was Rs. 43,524 out of which Rs. 38,694 was paid to pleaders having proficiency certificates in surveying and Rs. 4,830 to others. The number of commissions of other kinds issued was 949 against 882 in 1934 and a sum of Rs. 21,141 was paid as fees for them.

The accounts of estates under the fiduciary control of the Civil Courts, yielding an income of over Rs. 4,000, continued to be audited by the Local Audit Department. The regular audit of the accounts of these estates has resulted in minimising the chances of embezzlements by *amlas* of the estates.

The Panchayat Courts constituted under the B. & O. Village Administration Act have concurrent as well as exclusive jurisdiction for the disposal of certain classes of suits. There are 93 such courts in Muzaffarpur, 8 in Saran, 3 in Patna and Gaya each, 6 in Darbhanga, 2 in Purnea and 1 in Bhagalpur. They disposed of quite a large number of suits filed before them and the District Judge of Purnea reported that the existence of these courts had to some extent affected the institution of small cause court suits in the munsifis of Purnea and Araria. But the other judges concerned were of the opinion that these village courts did not afford any appreciable relief to the Munsifs. There can be no doubt, that the *Punches*, being the local men, are successful in setting up and deciding a large number of minor suits, which the plaintiffs would have never been able to bring to court, and if suitable men are elected as *Punches*, the village courts will not only help in decreasing the number of suits instituted in the regular courts but they will also prove of immense benefit to the villagers by dispensing justice cheaply.

An important amendment was made in the High Court rules during the year, which gave facilities to Press-reporters and representatives of approved newspapers to get seats near the bench and to inspect and obtain copies of judgments under certain conditions.

As an experimental measure, the Subdivisional Officers of Banka, Monghyr Sadr and Jamui were invested with powers to try civil suits up to Rs. 1,000 in value in which one of the parties was a Santal or a Bhuiya. The experiment is reported to be working satisfactorily and has done much to remove the discontent which was prevalent among the aborigines of this area.

The posts of Registrars attached to the Civil Courts at Patna and Gaya were maintained during the year but it was not possible to extend the system to other districts. Both the posts were held by Munsifs who continued to do good work in checking corruption. The experiment has proved an unqualified success and the question of placing it on a permanent footing is under the consideration of Government.

Jails.

The administration of jails is closely connected with the administration of criminal justice. The increase in the number of crimes, which has

already been dealt with in a previous paragraph, led to a corresponding rise in the number of prisoners in the jail. There were 64,658 new admissions in the jails of the Province against 61,403 of the previous year, and the number of prisoners already in the jails at the commencement of the year was 12,687. There was, therefore, a general overcrowding in almost all the jails of the Province.

The number of central and district jails remained the same as in the previous year (4 central and 12 district jails), while the number of subsidiary jails decreased from 50 to 49 due to temporary amalgamation of Madhipura subsidiary jail with that at Supaul. The juvenile jail at Monghyr which was closed temporarily for reconstruction of its buildings could not be re-opened during the year as the buildings were not complete and the juvenile prisoners, therefore, continued to be detained at the Hazaribagh Central Jail. The reduced jails at Arrah, Chaibassa, Balasore and Daltonganj, which were temporarily raised to the status of district jails, continued to function as such throughout the year to relieve the extreme congestion in the other jails of the Province.

The number of prisoners at the close of the year was 12,269 against 12,687 in the previous year. The daily average number of prisoners of all classes and of convicts in the Province, rose slightly from 12,431 and 10,204 to 12,549 and 10,390, respectively. This increase, as already stated, was due to the increase in the number of ordinary crimes. Six terrorist convicts were sent to the Andamans during the year, while 15 convicts, who volunteered for service in the Andamans, were also transferred there.

There was an increase in the number of youthful offenders admitted during the year from 1,288 to 1,895. The jails continued to have their own religious instructors who attended on Sundays and other principal holidays to deliver lectures on moral and religious subjects. These lectures appeared to do some good and were appreciated by the prisoners.

The average period of detention of undertrial prisoners showed no signs of improvement and during the year there was again an appreciable increase in this respect. The most notable increase occurred in Gaya, Purulia, Motihari and Dumka. The work of the administration of the jails would be greatly facilitated, if the disposal of criminal cases, in which the undertrial prisoners are concerned, is expedited.

The daily average number of civil prisoners was 46.05 against 51.18 in the previous year. 48 non-criminal lunatics

were sent to jails for observation against 53 in 1934. Owing to the continued overcrowding in the Indian Mental Hospital at Ranchi, the arrangement for concentrating criminal lunatics in the Hazaribagh Central Jail, pending transfer to the mental hospital, continued during the year.

Education of prisoners.

Education of a certain class of prisoners has proved to be a silent but effective method of reforming them in the past. All ordinary prisoners of the age of 25 years or under and sentenced to one year or over are given compulsory education in the jails. Prisoners, whose mother tongue was Hindi, continued to be trained at the Gaya Central Jail, while those, whose mother tongue was Urdu, were trained at Bhagalpur Central Jail. There were 64 prisoners receiving education at the beginning of the year at Gaya and 82 were admitted during the year making a total of 146. They were taught all the subjects prescribed for the upper primary standard of the Education Department. In addition to this, they were taught physical drill, composing and bindery, hand-weaving, carpentry, iron-smithy, masonry and gardening. The Urdu-speaking " A " class prisoners also were taught on the same lines except that the general education given to them was up to the lower primary standard. There were 137 such prisoners at the commencement of the year and 73 were admitted during the year, making a total of 210 in all. The education given exerted a good influence on the morals of the prisoners concerned.

As the Monghyr Juvenile Jail, which had been damaged by the earthquake, was still under construction, all the juvenile offenders were sent to the Hazaribagh central jail and continued to be detained there till the end of the year. They were kept strictly apart from the adult prisoners of the jail. These juvenile prisoners were imparted education as well as technical training under their respective teachers. They were also given training in carpentry, black-smithy, tin-smithy, cane-work and tailoring. Lessons on elementary hygiene and first aid were very much appreciated by the boys themselves. There were 163 boy prisoners on the roll at the beginning of the year. 175 were admitted during the year, making a total of 338.

There was a special class called the " star class " for the training and education of casual and non-habitual prisoners, who were carefully separated from the other prisoners to avoid contamination. They were all confined in Hazaribagh Central Jail, where they were taught weaving and simple reading, writing and arithmetic and physical drill, There were 33 prisoners of this

class at the beginning of the year and 15 were admitted during the year. The discipline of the prisoners of this class was reported to be very satisfactory throughout the year.

Religious and moral instruction was imparted to the juvenile prisoners twice a week.

Discipline.

The total number of offences committed by convicts rose from 5,129 to 5,778, but it is satisfactory that the number of cases in which corporal punishment was founded to be necessary declined from 11 to 9. Flogging, which is considered to be the only deterrent punishment, was awarded in case of assault, refusal to obey orders, abuse of the jail staff and indecent conduct.

The power of a Superintendent of jail to award remission of sentence to prisoners for good behaviour had a salutary effect in maintaining the discipline of the jail. 5,367 convicts were released during the year under the remission rules before they had completed their terms of imprisonment as against 4,700 of the previous year.

Jail Manufactures.

The working of the manufactory department was much more satisfactory than in the previous year. The total cash profit increased from Rs. 79,267 to Rs. 1,19,483 and the cash earnings per head from Rs. 8 to Rs. 12. Buxar and Bhagalpur are the most important manufacturing centres, the former specialising in tent-making and tailoring. At Gaya most of the convicts are employed in the Forms Printing Press. Buxar central jail supplies many of the requirements of the Province and also provides uniforms for a large number of constables, chaukidars, orderlies and excise peons. There were heavy demands for uniforms and for jail clothing, and the tailoring department remained very busy throughout the year. Blanket-making, tailoring, black-smithy and carpentry are carried on in the central jail at Bhagalpur and most of the convicts there are employed in textile work.

Health.

In spite of the overcrowding in the jails, the general health of the prisoners during the year was satisfactory. The rate of admission to hospital and the daily average number of sick per mille declined from 421.6 and 22.8 in 1934 to 376.1 and 21.2, respectively. The death rate per mille was 16.8 as compared with 18.5 in the previous year, the total number of deaths from all causes being 211 against 230 of the previous year. It is a matter of satisfaction that the Gaya central jail has showed a remarkable decline in the incidence of sickness and mortality as compared with the previous year.

Miscellaneous.

The total expenditure of the Jail Department excluding the cost of buildings and repairs was Rs. 14,25,880 as against Rs. 14,19,177 in the preceding year. The increase was due to higher prices paid for food grains and purchase of aluminium cups and plates.

During the year Government sanctioned the formation of a District Committee for each central and district jail and sub-jail at district headquarters for selection and purchase of principal food grains, viz., rice, paddy, wheat and pulse. Another Committee for the purchase of raw materials was sanctioned on an experimental basis for three years and it consisted of the Inspector-General of Prisons as its President and of the four whole-time Superintendents of the central jails as members. Other reforms included the issue of hand-fans during the summer and a bed sheet to all prisoners in the Province, the introduction of earthen jars in each ward for storing drinking water for prisoners during the hot weather as an experimental measure for one year and supply of aluminium plates and cups in lieu of iron ones. Special diet scale for pregnant women prisoners was sanctioned by Government, which included milk, fresh vegetables and fresh fruits in addition to the articles issued to ordinary prisoners. The prisoners were allowed to have shoes provided for themselves at their own cost, two months after admission to jail, if their behaviour in jail was reported to be good.

CHAPTER VIII.

Excise.

General.

Of the sources of revenue given to the Provinces by the Meston Settlement, excise was the only one which was capable of substantial expansion in Bihar and Orissa. The local Government utilised the opportunity offered as best as possible, and it may be mentioned here, that much of the progress registered in the Province since the introduction of the Reforms has been financed almost entirely out of the growth in excise revenue. The economic depression, however, which set in in the year 1931, had an adverse effect on excise revenue. The people were no longer able to pay the high prices asked for liquor, and started illicit distillation on a large scale, which prepitated a fall in the excise revenue. Government therefore found it urgently necessary to modify their excise policy, and a determined effort was made in 1932 to combat the evil of illicit distillation by introducing a number of important changes in the administration of the Excise Department. The modifications made were compatible with the spirit of the law as well as the public revenues. The restrictions imposed by the Excise Committee of 1921 on the sale of drink were now largely removed, drastic reductions were made in the retail prices of excisable articles, in certain parts of the Province the old outstill system was reintroduced and there was general reversion to the settlement by auction rather than on the sliding scale. These measures, which are still in force, have successfully led to a considerable increase in the recorded consumption of liquor and drugs and have therefore been bitterly attacked both in the Press and in the Legislative Council. But Government were successful in satisfying the Council that their new policy was absolutely necessary in order to check illicit distillation, which they considered was a menace both to the cause of temperance and the revenues of the Province, and that the recorded increase in the consumption of excisable articles was largely, if not wholly, counterbalanced by the fall in illicit consumption. It is solely due to the measures taken by Government that the last two years have shown a partial recovery. A rising revenue, coupled with the falling number of illicit distillation cases, supports the view that this province is obtaining the maximum revenue at present possible. The improvement in the excise revenue has enabled the local

Government to restore the cuts in the grants for primary education and other beneficial grants of Government.

There was practically no organised temperance movement in any district in the Province. The intensive drive against illicit distillation and other breaches of the Excise laws launched by the Detection Branch of the Department, coupled with the measures mentioned above, resulted in keeping the illicit consumption of country spirit down.

The effect of the new policy upon excise crime is indicated by the table below :—

	Number of persons convicted for illicit distillation.	Total number of persons convicted under the excise and opium laws.
1932-33	2,886	5,692
1933-34	1,843	4,103
1934-35	1,657	4,105
1935-36	1,084	3,487

Developments during the year.

During the year under report 35 distillery liquor shops were converted into outstill shops and 41 new outstills were opened in the districts of Gaya, Shahabad, Monghyr, Bhagalpur, Santal Parganas, Puri, Sambalpur, Hazaribagh, Ranchi, Palamau and Singhbhum with a view to check illicit distillation. The outstill area known as " mango tract " in the Manbhum district was reconverted into distillery area with effect from the 1st October 1935. To check increase in consumption, the fixed retail prices of country spirit of 70° U. P. and 80° U. P. strengths were enhanced by four annas per bulk gallon in the Jamshedpur area of the Singhbhum district. In the Nepal border shops in the districts of Muzaffarpur and Champaran liquor of 85° U. P. strength was substituted by 72.5° U. P. and 86.3° U. P. strengths with effect from the 1st of June 1935 and the 1st of July 1936 respectively with a view to check smuggling of outstill liquor from Nepal. The limit of possession and retail sale of outstill liquor was reduced to one-third gallon in the municipalities of Hazaribagh, Sambalpur and Daltonganj, in the colliery areas of Giridih, Bermo and Dhanbad and in the towns of Jharsuguda and Bargarh as well as in Palamau district. In order to discourage excessive drinking the minimum price of outstill liquor was fixed at two annas per bottle in the Dhanbad colliery area, as an experimental measure.

Further steps to be taken in the matter will be determined on the result of this experiment.

Revenue.

Although the general economic depression and slump in prices of food-stuffs continued to restrict the purchasing power of consumers, the absence of temperance movement and the vigilance over illicit distillation resulted in an increase of nearly 6 lakhs in the excise revenue. During the year, the total excise revenue amounted to Rs. 1,45,47,045 against Rs. 1,39,53,774 in the preceding year, the increase being under all the heads except opium and hemp drugs. The incidence of excise revenue per head of population was 6 annas 2 pies against 5 annas 11 pies in the preceding year.

Tree-tax system for *tari*.

The tree-tax system for *tari* was first introduced as an experimental measure in Dinapur subdivision in the district of Patna, during the year 1927-28, and was subsequently extended to all the districts of Patna and Tirhut Divisions and in the districts of Monghyr and Bhagalpur. The scheme worked satisfactorily and was made permanent with effect from 1st March 1936. The rates of tax in the outstill areas and also in the areas along the Nepal border and in the districts of Gaya, Champaran, Muzaffarpur, Darbhanga, Monghyr and Bhagalpur were reduced from Rs. 3 to Rs. 2 per palmyra and from Rs. 1-4-0 to Re. 1 per date tree.

The number of trees tapped in the nine districts, where the tree-tax system of taxation was in force, increased from 427,286 palmyras and 428,821 date palms in 1934-35 to 479,136 palmyras and 504,361 date palms during the year under review. The total revenue amounted to Rs. 25,64,166 against Rs. 24,87,123 in the preceding year. The bulk of the revenue was obtained from the Patna and Tirhut Divisions and the districts of Monghyr and Darbhanga where the tree-tax system of taxation was prevalent. There was a marked increase in the total number of retail *tari* licenses, which was 9,813 against the previous year's figures of 8,565, and there was a keen competition for shops at the auctions resulting in an increase in license fees.

Country spirit.

The number of licenses for the retail sale of country spirit in the distillery areas fell from 1,084 in 1934-35 to 1,060. 15 new shops were opened, but 35 existing shops were converted into outstills with a view to check illicit distillation. In addition, 41 new outstill shops were opened. The total quantity of country spirit issued from the bonded warehouses on payment of duty was 604,422.75 L. P.

gallons against 613,341.8 L. P. gallons in the preceding year. The decrease in consumption was large in Patna, Ranchi, Monghyr, Santal Parganas, Gaya and Bhagalpur, while there was increase of consumption in Champaran, Shahabad, Purnea, Muzaffarpur and Singhbhum. The revenue from license fees and duty from distillery rose from Rs. 13,64,117 and Rs. 19,30,001 in 1934-35 to Rs. 16,83,335 and Rs. 18,73,868, respectively, while the total revenue from country spirit increased from Rs. 61,31,827 to Rs. 67,47,458. The incidence per head of population of the revenue from country spirit was only two annas ten pies against two annas seven pies in 1934-35.

Pachwai.

The total number of licenses issued for the retail sale of *pachwai* or rice beer was 497 against 462 in the previous year, while the total number of home-brewing licenses was 4,017,—an increase of 395 in comparison with the previous year. Free home-brewing is permitted to certain aboriginal tribes who are accustomed from time immemorial to brew and drink rice beer at their religious festivals. The concessions enjoyed by the aboriginals remained unchanged during the year. The total revenue from the issue of *pachwai* licenses rose from Rs. 1,80 to Rs. 2,01. The increase was due to the settlement of shops at higher fees and to the increase in the number of license in the districts of Santal Parganas, Ranchi and Singhbhum.

Foreign liquor.

The use of foreign liquor is mainly confined to Europeans, Anglo-Indians and a limited number of Indian well-to-do and cultured classes. The total revenue from potable foreign liquor rose from Rs. 1,26,031 to Rs. 1,40,363. There was an increase in the importation of beer and potable spirits from foreign countries. Foreign liquor does not compete with country spirit in any district on account of its high price.

The total quantities of foreign-made liquor sold in the Province during the year 1935, were 14,091 gallons of spirit, 4,698 gallons of wine and 87,174 gallons of beer against 13,837 gallons, 5,829 gallons and 76,102 gallons respectively in the previous year. In addition to this, quite a large quantity of India-made foreign liquor also was sold, the figures being 3,585 gallons of spirit, 2,808 gallons of beer against 2,828 and 5,676 gallons respectively of the previous year. But these figures should not be taken to show the quantity of foreign-made liquor and beer actually consumed in the Province. Many private consumers and *bona fide* clubs, who are not required to take out licenses for sale of liquor to members for

consumption on the premises, and, who are treated as private persons, obtain their supplies direct from other Provinces, and it is not possible to estimate the quantities consumed by them. No India-made foreign liquor was manufactured in any distillery of this Province. The bulk of this was imported from the distilleries and bonded warehouses and from the holders of trade licenses in Bengal. Some quantities were also imported from the United Provinces.

There was a slight increase in the number of licenses for the retail sale of potable foreign liquor, and the revenue derived from it rose from Rs. 1,26,031 to Rs. 1,40,363. This increase is attributable to gradual rise in the consumption of India-made foreign liquor on account of improvement in its quality.

Ganja.

Ganja is used by illiterate Hindus and Hindu Sadhus. The latter consume it in larger quantity. In fact some of them are so addicted to it that they would rather live without food than without *ganja*.

There was a slight increase in the consumption of *ganja* during the year, 36,117 seers against 35,757 seers in the previous year. The number of licenses for the retail sale of *ganja* again increased from 1,274 to 1,323. The total area under *ganja* cultivation during the year was 133 acres, which produced 696 maunds of flat *ganja* and 206 maunds of the round *ganja*. The cost price of *ganja* was fixed at Rs. 160 per maund for the flat round variety against Rs. 235 per maund at Naugaon in Bengal. Naugaon *ganja* was supplied partially to the districts of the Orissa Division and to Manbhum during the year, while the remaining districts of the Province were supplied with *ganja* grown in the Province. The rates of duty and retail prices of *ganja* remained the same as in the previous year.

The total revenue from *ganja* amounted to Rs. 23,63,981 against Rs. 23,81,460 in the previous year. The duty realised on *ganja* exports increased from Rs. 19,975 to Rs. 23,440. The incidence of taxation during the year was Rs. 64.7 per seer against Rs. 65.9 in 1934-35. There are certain States in Orissa, which are allowed the privilege of importing *ganja* free of excise duty to their areas in return for their undertaking to enforce complete prohibition of the cultivation of hemp plant and also the sale and possession within their territories of all *ganja* other than that obtained from the British warehouse. They also co-operate with the Government in all measures for the suppression of smuggling and illicit cultivation of *ganja* and to enforce the same rates of duty as are in force in the neighbouring British districts.

As in the previous year, the contract for the exclusive privilege of collection, storage, and whole-sale supply of *bhang* in the Province continued to be held by a single individual. During the year, he collected 543 maunds of *bhang* in the Purnea district. The entire quantity was stored in the central *gola* at Bhagalpur and supplied from there to the various warehouses of the Province as well as to the Provinces of Bengal and Assam. The quantity of *bhang* issued under bond to whole-sale dealers of the Province was 261 maunds 20 seers against 181 maunds 20 seers in the preceding year, while 225 maunds were exported under bond to Bengal and 28 seers were supplied to Assam. The total quantity of *bhang* issued on payment of duty to retail vendors of the Province was 9,216 seers against 6,977 in the previous year. The total revenue from *bhang* rose from Rs. 65,458 to Rs. 69,554 due to increased consumption. The incidence of revenue per thousand of population was Rs. 1-13-6 against Rs. 1-11-6 in 1934-35.

Bhang.

There was an increase in the total number of licenses issued during the year for the retail sale of opium, 606 against 586 in the previous year. The number of druggist's permits issued under the opium and morphia rules was 255 and 293 against 310 and 277 in 1934-35. The total quantity of opium consumed increased from 20,086 seers to 20,826 seers, but the total receipts fell from Rs. 24,41,438 to Rs. 23,33,533. The decrease in revenue was due to the discontinuance of the supply of opium to the States from the British treasuries with effect from the 1st November 1935.

Opium.

While the larger quantity of opium sold is used in its original form as an intoxicant by elderly people, quite a large number of persons smoke it after it is specially prepared for the purpose, the preparations being called *madak* and *chandu*. The habit of opium eating as well as smoking is confined more or less to the towns. In Chota Nagpur and Orissa Divisions the practice of administering opium to children prevails to some extent. Officers of the Excise Department, the Education and the Public Health Department as well as the local bodies concerned continued their propaganda to discourage parents from resorting to this practice, but without any appreciable result.

There was no temperance movement or organised campaign directed specially against the drink evil, but the Harijan movement started by Mahatma Gandhi, which aimed at the general uplift of the untouchables,

Temperance.

went a long way in creating an opinion to give up drinks among the untouchables in the Province. In several places the Harijans assembled at meetings and took vows to give up drinking. Further, the reformist activities of certain communities to urge upon the members of their castes to take the sacred thread and to give up drinking continued in Tirhut, Patna and Bhagalpur Divisions.

CHAPTER IX.

The Land and the People.

General.

As an administrative unit the province of Bihar and Orissa came into existence, on April 1, 1912. It covers an area of 83,180 square miles. The population is exceedingly dense, and according to the Census of 1931, this varied region supports nearly 38 millions of people, excluding the 4½ millions residing in the Orissa States. Orissa has a variety of races and a considerable seaboard. The high lands of Chota Nagpur are thinly populated and contain a large aboriginal population. Following the main geographical lines, there are five civil divisions with headquarters at Patna, Muzaffarpur, Bhagalpur, Cuttack and Ranchi. The district of Singhbhum has some of the richest and most extensive iron mines in the world and supplies raw materials to the iron and steel works in the provinces of Bengal, and Bihar and Orissa, while the raising of coal is still the most important of the mineral industries in the province. The Tata Iron and Steel Works at Jamshedpur is one of the largest in the world and several subsidiary industries have sprung up in its vicinity. The output of the coalfields in the Manbhum district (Chota Nagpur) has considerably increased during the last 20 years and valuable new fields are being developed at several places in Hazaribagh. This district is also the most important mica mining centre in the world both on account of the quality of its product as well as the size of its output.

Orissa is mainly agricultural and its inhabitants rely almost entirely on the winter rice crop. There are small areas of forests in the coastal districts, large areas in the feudatory states, and some valuable mineral resources in Sambalpur. The Oriyas are entirely distinct, both racially and linguistically, from the people of Bihar. Their insistent demand for having a separate province of their own was recognised by His Majesty's Government and during the latter part of the year under review it was announced that a separate province of Orissa under a Governor would be constituted from the 1st April, 1936.

Communications have greatly improved during the last few years. The construction of the new Patna-Ranchi road has obviated the inconveniences of a railway journey, both circuitous and tedious, for reaching the summer Capital. The mighty rivers

of Orissa, however, still present a serious obstacle in the way of the development of road traffic.

Both Orissa and Chota Nagpur have their own Tenancy Acts. In the district of the Santal Parganas, the tenancy law is contained in Regulation III of 1872 and II of 1886.

Land Revenue and Cess.

The revenue-paying estates in the province of Bihar and Orissa fall under three different categories, namely, permanently-settled estate, temporarily-settled estates, and estates under the direct management of the Government. The permanently-settled estates lie mostly in the Bihar and Chota Nagpur districts and cover nearly four-fifths of the area of the province. The district of Sambalpur and the greater part of the three coastal districts of Orissa are temporarily-settled estates, while Angul and large areas in the districts of the Santal Parganas, Singhbhum, Puri, Cuttack Palamau and certain smaller areas in other districts also form Government estates. The major portion of the land revenue of the province is, in consequence of the permanent settlement, an inelastic asset to the Government. The passing of the Bengal Tenancy Act (VIII of 1885) safeguarded to some extent the rights of cultivators. The Bengal Tenancy Act, now known, so far as this province is concerned, as the Bihar Tenancy Act, is in force in all the districts of Bihar except the Santal Parganas, Cuttack, Puri and Balasore.

The records-of-rights, which have been prepared by the Settlement Department under the supervision of the Board of Revenue, provide an authentic record of individual tenancies which are a valuable and reliable document for the settlement of disputes both between landlords and tenants as well as between one tenant and another.

During the year the total number of estates paying land revenue was 128,854 against 127,893 in the preceding year. Of these 114,528 were permanently-settled estates, 13,972 temporarily-settled estates and 354 estates were under the direct management of Government. The increase in the number of estates was mainly due to partitions. The current demand of the Province was Rs. 1,64,94,449 against Rs. 1,64,84,988 of the previous year. The increase of Rs. 9,461 was due to the escheat of the Porahat estate in Singhbhum. 93.03 per cent of the current demand was collected against 91.90 per cent in the previous year. The percentage of total collections in the total demand rose from 90.33 to 91.49 per cent. The total outstanding balance at the close of the year

amounted to Rs. 14,94,868 against Rs. 17,02,586 in the preceding year.

The total demand of the permanently and temporarily-settled estates amounted to Rs. 1,10,31,170 and Rs. 37,48,099 respectively, while the total demand of the estates under direct management amounted to Rs. 33,87,019 during the year. The short collections in the estates under the direct management of Government were attributed to the continued fall in the prices of agricultural produce.

Local cess continued to be levied at the maximum rate of one anna in the rupee throughout the province, except in the districts of Angul, Sambalpur, and in the Damin-i-koh Government estate, where the Cess Act is not in force.

The total cess demand amounted to Rs. 1,03,29,767 including the arrears outstanding from the previous year against Rs. 1,06,85,155 of the previous year. The provincial percentage of total collections on current demand exceeded the prescribed standard of 100 per cent. Of the total demand, the collections during the year amounted to Rs. 81,65,089 against Rs. 82,77,699 in the preceding year. The total balance outstanding at the close of the year was reduced from Rs. 24,36,217 to Rs. 21,69,784. The actual remission granted during the year aggregated Rs. 6,892 against Rs. 2,680 in the previous year.

Coercive measures.

The sale law which provides for the sale of an estate by public auction in the case of default for payment of land revenue was administered leniently and with discretion. The number of defaults in payment of land revenue decreased from Rs. 21,896 to Rs. 20,643, while the number of sales increased from 339 to 365 during the year. The percentage of sales to defaults increased from 1.55 to 1.76, and is thus still a very small fraction of the total number of defaults. The percentage of sales was the highest in Bhagalpur and the lowest in Orissa. Eight estates with a revenue demand of Rs. 1,071 were purchased on behalf of Government as no bidders were forthcoming.

The number of certificates filed under the Public Demands Recovery Act again rose from 60,250 to 70,095, during the year. The increase is attributed mainly to the non-payment of rent by tenants in the Government and private estates including those under the Court of Wards. Of the 93,083 certificate cases (including 22,988 pending from the previous year) 76.69 per cent were disposed of during the year. The number of cases pending over six months increased from 3,613 to 5,188. Sales were set aside

in 2,939 cases and every opportunity was given in others to the certificate debtors to save their lands from sale. In 80 cases certificate debtors were imprisoned for non-payment of Government and other demands against 125 in the year preceding. The number of certificates filed for the realisation of cess declined from 71,488 to 59,104 during the year.

Wards and Encumbered Estates.

The total number of estates belonging to disqualified proprietors and the Trust estates under the management of the Board of Revenue at the beginning of the year was 64. Three new estates were taken under management and four were released.

The management of the Promode Narain Estates in Shahabad district was transferred to the control of the Court of Wards in the United Provinces and the Commissioner of the Patna Division is the sole trustee of the Badshah Nawab Estate. Thus, the total number of estates under the management of the Court of Wards at the end of the year was 63. Most of these estates, however, were small ones. The more important were Narhan, Bettiah, Banaili, Khagra, Bahadurpur and Ramgarh, whose income varied from about 2 to 5 lakhs of rupees.

Out of the aggregate amount of Rs. 15,39,071 due to Government as revenue and cess during the year a sum of Rs. 12,72,881 was realised. The balance outstanding included 2,50,885 due from the Khagra Estate, which could not be realised within the year for want of funds.

The total demand of rent and cess due to the estates under management including the arrear demands was Rs. 1,05,12,974, out of which, only Rs. 59,21,337 was collected during the year under review. The heavy arrears were due to economic depression, failure of crops, slump in coal and lac and other causes. The percentage of total collection on current demand was 106.9 per cent against 109.6 per cent in the previous year. The outstanding balance at the close of the year was Rs. 44,35,999, that is 80.6 per cent of the current demand and 42.2 per cent of the total demand against 68.2 per cent and 37.6 per cent respectively in the preceding year. The prescribed standard of 100 per cent collection on current demands was reached and maintained in 34 estates as in the previous year.

The total indebtedness of the estates under management rose from Rs. 46,32,576 to Rs. 61,91,441 and in a number of the estates the sanctioned schemes for re-payment of debts could not be followed owing to poor collections.

The cost of management of the wards estates in the province fell from 13.4 per cent to 12.9 per cent of the gross income against the standard cost of 15 per cent. The standards fixed for minimum expenditure on education and works of improvement in solvent estates were 1 and 3 per cent respectively on the current rent and cess demands. The total sum spent by the estates under these aggregated Rs. 8,39,297. The Bettiah estate continued to maintain one High School, one free Sanskrit School and one Upper Primary Girls' School named after the proprietress. It also contributed to various other schools and colleges and spent large sums of money on scholarships. The estate spent Rs. 59,166 on dispensaries, out of which Rs. 29,172 was spent on the Lady Dufferin Hospital at Bettiah. This hospital has been endowed by the estate to the extent of Rs. 9,50,000 in commemoration of the Silver Jubilee of His Late Majesty King George V. This estate also maintained a veterinary hospital and contributed Rs. 52,578 towards charities against Rs. 16,951 in the preceding year.

The Wards and Encumbered estates expended Rs. 5,63,749 on works of agricultural improvement during the year, and it was again the Bettiah estate which spent the largest part of this sum, viz. Rs. 5,12,903. The Lalsarayia and Madhopur farms covering an area of 1076.68 acres which were purchased from Colonel Lees yielded a net profit of Rs. 32,090 to the Bettiah estate.

Relations between landlords and tenants.

Relations between landlords and tenants showed no marked improvement during the year. One important cause of friction was the high level of rents in many areas, which is accentuated by the low prices of agricultural produce, coupled with the lack of interest on the part of many landlords in affording irrigation facilities to the tenants, or in maintaining irrigation system. Illegal exactions continued to be realised by many zamindars throughout the province inspite of the special care taken during the last few years to check this growing evil. In Shahabad and Monghyr, disputes over possession of land sold to the landlords in the execution of arrears of rent were another very serious source of trouble. It may in fact be said that this problem of the *nilami* lands is one of the most serious problems which has to be tackled in this province.

In Orissa the relations between landlords and tenants continued to be fairly satisfactory but the ill-feeling in Aul zamindary of Cuttack continued. In this district as well as in Balasore there

was some estrangement between the Raja Bahadur of Kanika and his tenants. In Puri the local agents of certain Mahanths were alleged to have been oppressive in their dealings with their tenants.

Treasure Trove.

There were five cases of treasure trove during the year, one each in the districts of Saran, Muzaffarpur and Darbhanga and two in the district of Monghyr. In Saran 71 Alamshahi silver coins were found by a man while ploughing a field, and in the Sitamarhi subdivision a quantity of gold and silver ornaments was recovered while a field was being dug. The five cannon discovered at village Arang in Puri district in the previous year were acquired by Government and made over to the Ravenshaw College for preservation in the college museum. During the year under review nine more old cannon were discovered in the same village, where the remains of an old fort of the ancient Orissa Kings still exist.

Survey and Settlement.

The revision settlement operations in the Dhalbhum subdivision of the Singhbhum district were continued during the year. Settlement operations in the Ranchi district were brought to a close. A few miscellaneous items of work comprising mainly the traverse survey of small areas were undertaken and completed during the year under review. The programme during the year consisted of disposal of objections, attestation of records and recess work of Dhalbhum pargana comprising of 1,640 villages with an area of 1162.92 square miles. The district boundaries between Dhalbhum and other adjoining districts and Indian States were finally settled except between Dhalbhum and the Mayurbhanj State. This State raised objections to the acceptance of the boundary proposed by the Settlement Officer and the question of appointing a boundary commissioner to settle the dispute remained pending at the close of the year. The settlement operations in Dhalbhum subdivision revealed that out of an area of 55,446 acres which had been brought under cultivation since the last settlement, only 33,361 acres or 62 per cent were assessed to rent amounting to Rs. 28,070 giving an average rent at the very low figure of about 13 annas per acre. During attestation a further area of 2,422 acres was assessed to rent by compromise while the remaining area was recorded as *kabillagan*. The incidence of rent in the subdivision is low, viz. only 13 annas per acre, but it was reported that in order to make up for it *salami* is realised at a high rate at the time of settlement. The total cash rent payable by settled, occupancy, and non-occupancy raiyats increased from Rs. 1,19,162 to Rs. 2,11,939 or by 77 per cent.

The settlement operations which have now come to a close after about 50 years of continuous work have proved valuable both to the landlords and tenants and to the administration. Survey and settlement records are used freely in all branches of administration and their importance and utility are realised by the courts as well as the public, but many settlement records, particularly those of Muzaffarpur and Darbhanga districts, which are now nearly 40 years old, are out of date and their value is in consequence greatly reduced.

Four probationary Munsifs were trained for a little over four months each in Chota Nagpur Settlement and were placed in charge of attestation camps in due course. There being no major Survey and Settlement operations going on in the Province, 17 officers of the other Departments, viz., junior Civilians, Deputy and Sub-Deputy Collectors and Police officers were given a course of six weeks' training under the Deputy Director of Surveys at Patna.

Forests.

Forests are a valuable asset which have beneficial effect on the climate as well as the general productivity of a country particularly if they are well distributed over the area. This Province is less fortunate than many others in this respect. There is practically no forest in North Bihar. The whole of the forest area under the administration of the Forest Department is situated in the districts of the Chota Nagpur and Orissa Divisions and in the Santal Parganas, the area being 4.227 square miles, or, only 5 per cent of the total area of the Province.

One of the main objects of forest administration is to meet the immediate requirements of the agricultural population and to safeguard their future interests. It has also a commercial aspect, and sales of timber and bamboos, with other subsidiary items, form an important and potentially much greater source of revenue. The agriculturist in Chota Nagpur, the Santal Parganas and Orissa is dependent for many of the requirements of daily life on the forests which adjoin his village and whence he obtains the timber for his agricultural implements and building houses. There he grazes his cattle, and collects firewood or the jungle grasses. Apart from the direct benefits which the agriculturists living near the forests derive from them it has been established that the sub-soil water-level falls with the disappearance of vegetation on the hills, springs disappear, and the productivity of the plains below the hills is diminished. Further, the preservation of forests is one of the most effective means of checking erosion and minimising the danger of floods. The Settlement Department have done a great deal to impress upon the landlords and the tenants in Chota Nagpur and

the Santal Parganas the importance of preserving their jungles and have also taken valuable practical measures to prevent further deforestation, including arrangements for partition of forests between landlords and tenants.

The areas of Government forests under the direct management of the Forest Department during the year under review stood at 2,972½ square miles comprising 1,883 square miles of reserved forests, 1,086 square miles of protected forests, and 3½ square miles of unclassed forests. The working of Government forests during the year showed a deficit of Rs. 19,152, the receipts being Rs. 7,32,352 and expenditure Rs. 7,51,504 against Rs. 8,11,396 and Rs. 6,42,961 in the preceding year. 74 per cent of the total revenue was realised from major forest produce and 26 per cent from minor forest produce against 79 per cent and 21 per cent respectively, in the previous year. The abnormal increase in expenditure was attributable mainly to the increased expenditure of a capital nature incurred in connection with the reservation of the Dhalbhum forests and Kodarma and Khurchutta protected forests and to the payment of revenue which was realised in the previous year but made over during the year under review to the owner of the Porahat estate.

Timber, fuel, and bamboos are the main sources of revenue.

The quantities sold to purchasers were 2,335,000 c.ft. timber, 3,268,000 c.ft. fuel, 7,707,830 number of bamboos, and that given away to rightholders and free grantees was 214,913 c.ft. timber, 3,587,967 c.ft. fuel, and 701,401 number of bamboos.

The number of forest offences reported during the year was 2,268 against 1,902 in the previous year. The increase is due mainly to greater vigilance on the part of the protective staff. The total number of cases taken to court was 441 of which 286 cases resulted in conviction and 86 in acquittal.

One of the most damaging influences to which the forests are subject is fire. Most of the damage caused may be attributed to the reckless firing of adjoining forest and grazing areas by villagers. Owing to the high winds which prevail in the hot weather, it is difficult to prevent these fires from spreading to Government forests. Special care, however, has been taken during the past few years to prevent fires in areas under regeneration. The total areas of reserved and protected forests under fire protection were 693,520 and 49,187 acres. The cost of protection in reserved forests was Rs. 5-13-0 per square mile as against Rs. 4-13-0 in the preceding year. There were 266 outbreaks of fire, affecting an area of 127,295 acres of forest.

67 per cent of the reserved forests were open to grazing for all animals except sheep and goats. The rest of the reserves were entirely closed to grazing while in 51 per cent of the protected forests grazing was allowed for all animals throughout the year. The amount of grazing fees foregone by allowing cattle to graze either free or at privileged rates was estimated at Rs. 1,101,242 against Rs. 95,592 in 1934-35.

The Forest Department carried on a propaganda to impress upon the landlords the importance of the conservation, the improvements and proper management of the forests. It is satisfactory to note that landlords are now evincing greater enthusiasm for the reservation of their forests.

Irrigation.

The canal systems of the province serve a two-fold purpose for the cultivators. They irrigate the fields, protect them from floods, and to a limited extent, are used also for navigation. There are four main canal systems in the province, viz., the Dhaka and Tribeni canals in North Bihar, the Son canals in South Bihar and the Orissa canals in Orissa. Minor canals are the Teur (Madhubani) and Orissa Coast canals, the latter being purely for navigation. The Son canals are classed as a productive work while the other three systems hardly bring in enough to cover the working expenses. The total area irrigated during the year was 9,40,248 acres against the previous triennial average of 8,71,712 acres. The gross receipts from irrigation and navigation exceeded the working expenses on all the canals excepting the Teur canal. The total receipts were Rs. 38,07,698 and the net revenue realised was Rs. 21,54,708 as compared with Rs. 23,77,541 in the previous year. Taking the interest charges on capital expenditure into account there was a small surplus of Rs. 1,20,539. The Son canals yielded a net revenue of 5.29 per cent on the capital invested and are being treated as a productive work since 1st April 1934. The receipts from navigation tolls on the canals amounted to Rs. 1,10,034 against the triennial average of Rs. 1,08,095. Navigation is confined to the Orissa and Son canals and the former are an important means of local communication in Orissa.

Embankment.

Apart from the canal embankments, there is a series of purely protective embankments in various districts of the province which are intended to protect low-lying regions from the risk of floods. The total length of such embankments maintained by Government during the year under review, was about 777 miles, and the money spent on them amounted to Rs. 1,72,018 against Rs. 2,54,101 in 1934-35.

In addition to the above Rs. 2,979, Rs. 3,820 and Rs. 2,224 were also spent during the year on earthquake damage repairs to the Saran, Champaran and Tirhut embankments respectively.

The two temporary divisions called the Champaran-Irrigation Division and the Tirhut Waterways Division, which were formed after the earthquake in 1934 continued throughout the year.

Communications.

The total mileage of roads in the Province in 1935-36 was 32,533 out of which 1,674 was maintained by the Public Works Department and the rest by local bodies concerned. The roads under the control of the Public Works Department are the arterial routes of the Province and the greater portion is suitable for motor traffic. Out of 1,674 miles of road maintained by the Public Works Department, 1,434 miles were metalled and 240 miles unmetalled against the total length of 1,675 miles maintained during the preceding year. The total length of roads maintained by the local authorities excluding those within municipal limits and maintained from municipal funds was 30,859 miles, out of which 2,869 miles were metalled and 27,990 miles unmetalled roads.

The Province received, up to the end of the year under review, subventions totalling Rs. 22,44,846 from the Government of India out of the proceeds of the additional duty on motor spirit for the development of roads. Of this amount Rs. 3,64,260 was received during the year against Rs. 3,32,801 in the previous year. The unspent balance of these grants at the disposal of the local Government increased from Rs. 8,42,721 on the 1st April 1935 to Rs. 10,03,797 at the close of the year. The total expenditure, during the year, on the maintenance of the existing roads of the Department amounted to Rs. 9,36,787 against Rs. 8,49,577 in 1934-35.

With the aid of these subventions the local Government were able to undertake the construction of (*i*) the Rajauli-Debour Road, (*ii*) the Bakhtiarpur-Bihar Road and (*iii*) the Patna-Arrah Road. The first named road, which was completed during the year, involved a total expenditure of Rs. 1,94,117; the second was still in progress and the third was nearly completed during the year, the total expenditure on this project being Rs. 8,28,895.

The Provincial Government has no control over the major railways as they are controlled directly by the Railway Department of the Government of India. No extensions were made either in the imperial or provincial light railways which belong to private companies. The total mileage of major railways remained at

3,548 miles, of which 2,046 miles were broad gauge. The total length of the light railways was 150 miles.

Buildings.

As in the previous year, the earthquake reconstruction work threw an enormous strain upon the department. Owing to financial stringency, only important and urgent building works could be taken up during the year in addition to those which were in progress from the previous year. During the latter part of the year, the Public Works Department had to undertake a very heavy programme of work in connection with the creation of the new province of Orissa. Extensive repairs as well as additions to, and alterations in, the existing Government buildings at Cuttack and Puri had to be carried out for providing accommodation for officers and offices of the new Province. The cost of these works was met by the Government of India.

The reconstruction of the buildings which were in progress since 1934-35 was completed. Reconstruction of 143 buildings of various sizes which were damaged by the earthquake was taken up during the year. Out of these 30 buildings were completed. The total amount of expenditure incurred in connection with the earthquake on provincial buildings was Rs. 30,78,378. The expenditure on original works relating to Provincial Civil buildings in Bihar and Orissa amounted to Rs. 4,46,355 against Rs. 4,58,411 in the previous year. Out of this expenditure, the share of Bihar amounted to Rs. 3,71,950.

The Public Works Department made excellent arrangements for illumination and decoration of Government buildings on the occasion of the Jubilee of His late Majesty King Emperor George V. All the Government buildings throughout the province were decorated and illuminated which attracted large crowds from the villages.

CHAPTER X.

Agriculture, Livestock and Co-operation.

Weather and Crops.

During the year 1935-36 rainfall was generally insufficient and below the normal. The monsoon commenced in June, but it was not sufficient to start agricultural operations satisfactorily. Want of sufficient rain in June and July delayed the sowing of the *bhadai* crops, while excessive rainfall in August and September damaged the crops of the Tirhut and Patna Divisions. The *hathia* rains failed almost completely and the scanty showers of rain in November and December not only adversely affected the outturn of winter paddy crop, but also the germination and subsequent growth of the *rabi* crops. There was a serious deficiency in the month of November throughout the province and the light showers during December in Orissa and Chota Nagpur Divisions and the districts of Shahabad and Saran did not favour the *rabi* crops. During January 1936, rainfall was copious in the Orissa Division and in the districts of Gaya and Shahabad, while in February it was below the normal everywhere except in Orissa Division and in Champaran. The remainder of the season was almost dry. On the whole, the season was quite unsatisfactory from the harvest point of view.

Autumn crops.

The *bhadai* crops were affected more or less by drought in the Santal Parganas, Cuttack, Puri and Singhbhum, and, by floods in the Patna, Tirhut and Bhagalpur Divisions. There was a decrease in the area under *bhadai* crops (7,055,000 acres against 7,401,500 in 1934-35) largely owing to unsatisfactory weather conditions and due to the increased cultivation of sugarcane crop. The harvest was estimated at 84 per cent of the ten years' average. The total yield of maize was estimated at 506,800 tons and of autumn rice at 792,400 tons against 467,900 and 923,900 tons respectively in the previous year.

Winter rice.

Winter rice which is the most important food crop in the province suffered heavily from unfavourable weather conditions during the year under review. The weather was unfavourable for transplantation as well as for the growth of the plants in the earlier part of the season, and in the latter part, the irregular and uneven rains combined with the complete failure of the *hathia* rains were responsible for an unsatisfactory outturn of the crop. The total area under the

crop was estimated at 10,015,800 acres against 10,313,400 acres in 1934-35 and the final outturn was estimated at 71 per cent as against 99 per cent in the previous year.

Rabi crops.

Bihar proper is the chief *rabi* growing tract in the Province and the *rabi* crops are of the greatest importance to this part though they are also important in Cuttack, Hazaribagh and Palamau. Failure of the *hathia* rains affected the germination of *rabi* seeds and the subsequent dry weather retarded their growth and development generally. The outturn of wheat and spring oil-seeds was estimated at 83 and 78 per cent respectively, that of castor at 87 per cent and other *rabi* crops at 74 per cent. The total outturn of wheat was estimated to be 416,300 tons, and the outturn of other *rabi* crops excluding oil-seeds and castor was estimated to be 2,654,800 tons.

Jute.

The important jute growing districts of the Province are Purnea and Cuttack, but the crop is also grown on a small scale in parts of North Bihar and Santal Parganas. Climatic conditions were not favourable in the most important jute district of Purnea, but the weather was fair in the remaining jute districts. The area and outturn were estimated at 145,600 acres and 355,700 bales, respectively.

Sugarcane.

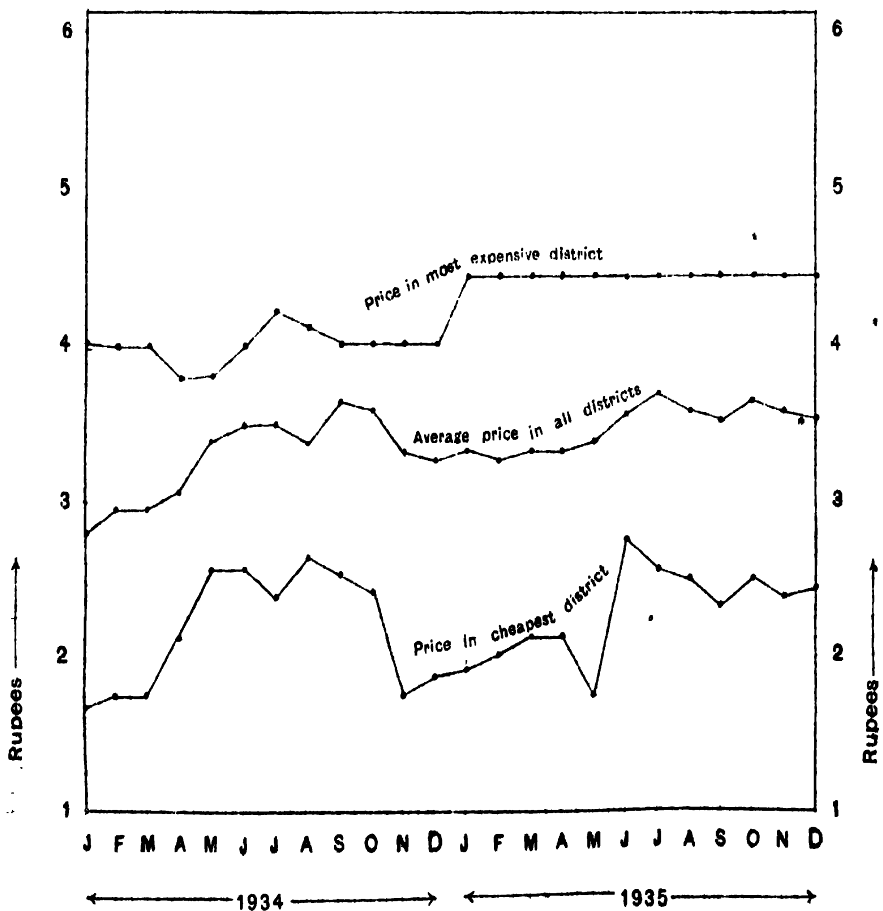
The sugarcane crop is now widely grown in the Province and ranks next in importance to rice by reason of its superior value. It is now the most important cash crop of Bihar proper and it is on this crop that the cultivators depend to a large extent to meet their recurring cash liabilities.

The area under sugarcane continues to rise steadily and it is estimated that the total area under sugarcane in the year 1935-36 was 465,300 acres as against 444,700 acres of the previous year. The increase in the cultivation of this crop is attributable mainly to the phenomenal development of the sugar industry in North and South Bihar since the imposition of a protective tariff. It is also assuming some importance in Orissa though its use is still confined to the production of *gur* for local consumption. The total area under sugarcane cultivation in Orissa was estimated to be about 18,100 acres. The weather conditions were on the whole favourable to the sugarcane crop and its outturn was estimated at 91 per cent of the decennial average.

Linseed.

The area sown under this crop was 541,800 acres as against 598,900 acres in 1934-35. Prices showed a rising tendency in consequence of the Ottawa preferences. In the more important market centres prices

Diagram showing the price in rupees of one standard maund of common rice, month by month, in 1934 and 1935



Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh, Patna.

rose by two to four annas per maund but this afforded little advantage to the cultivators.

Cropped area.

The total cropped area in 1935-36 was estimated at 28,075,500 acres as against 29,547,400 acres of the previous year, of which 4,894,800 acres were cropped more than once. The area under winter rice fell by 3 per cent and that under autumn rice by about 7 per cent. The area under jute was marked by a decrease of 16 per cent, while that under wheat fell by 4.53 per cent. The decrease in area under *rabi* crops was attributed to unfavourable weather conditions at sowing time and also to the planting of sugarcane on *rabi* lands.

Prices.

The prices of staple food-grains ruled generally a little higher than in the previous year. There was a slight rise in the price of common rice, which was selling at 12.40 seers a rupee in the last week of March as compared with 13.22 seers in the corresponding period of the previous year. On the other hand, the prices of maize and other food-grains remained practically at the same level as in the previous year.

Agricultural research.

The progress of the research and experimental work of the Agricultural Department continued to be satisfactory during the year under report. Most of the research work is being done on sugarcane and rice, and in the selection of improved varieties of food and fodder crops. In addition, important schemes on fruit research, on the improvement of agricultural marketing, the manufacture of *Khandsari* sugar from cane and the flue curing of cigarette tobacco are also in progress. The sugarcane research scheme sanctioned by the Imperial Council of Agricultural Research, which started work at Mushari (Muzaffarpur) in 1932, recorded satisfactory progress during the year. The object of this scheme is to benefit both the sugar factories and the cultivators by introducing suitable varieties of early, midseason and late cane. The sugar factories require a regular supply of cane extending over as long a period as possible, while the cultivators prefer to grow only those varieties which give the highest yield with the least trouble in cultivation. The duty of research is to harmonise the interests of both for the ultimate benefit of the industry as a whole. The achievements of the sugarcane research scheme during the last four years have been very promising and it is expected that the industry will be able to derive the fullest advantage of the new varieties of early and late cane, which have been found to be suitable for Bihar. For the first time this scheme has definitely established that sugarcane

breeding can be successfully undertaken in North Bihar and this obviously provides ample scope for further research by the Department.

The Rice Research Scheme at Sabour is financed by the Imperial Council of Agricultural Research and has now completed its fourth year of existence. The main station at Sabour with its sub-station at Cuttack, Kanke and Gaya continued the studies of the various types of paddy under the different climatic and soil conditions in the Province. The progress so far achieved is encouraging. Experiments with foreign paddies have also been undertaken and a selection has been made of flood and drought resistance types, which will now be tried under actual field conditions. Work on cultural and manurial aspects of the rice plant has yielded useful information.

The Fruit Research Scheme, which began only in the previous year with a grant of Rs. 90,000 from the Imperial Council of Agricultural Research, received a set back as the Horticulturist resigned his post in Bihar in the early part of the year and another qualified officer could not be recruited until the close of the year. In the meantime the research work was carried on by the two research assistants. The scheme has been in operation for two years only and it is too early to draw any conclusion at this stage.

The work in connection with the economic enquiry into the cost of cultivation of sugarcane and the crops grown in rotation with it, which was started in 1933-34, progressed satisfactorily during the year. When the enquiry is concluded in 1937, the data collected will be capable of statistical analysis. The investigation into the brewing and malting qualities of Bihar barleys goes to show that South Bihar barley should be quite suitable for the purposes of export. The experiments on the single pan method of manufacture of *Khandsari* sugar have furnished useful information.

The scheme dealing with the quality of cigarette tobacco was sanctioned during the year, but as the flue curing barns could not be constructed by the time the crop matured, the investigation had to be postponed for the next season.

The botanical section had a very full programme of selection work on the main crops grown in the province excluding rice and sugarcane. Work on sunn-hemp fibre was continued and the tests carried out at the Imperial Institute of London were encouraging. A new line of work started during the year was to isolate crop varieties resistant to *Usar* land.

The Agricultural Engineering section at Sabour continued to do useful work. During the year, 260 borings were made, out of which 207 were successful. In addition, 100 tube-wells were installed by the Department. It is gratifying to note that the public are taking increasing interest in irrigation schemes and are appreciating the advantages of the *Rahat* pump in areas not served by canals. The *Rahat* water-lift continues to be in demand and is now made by local workmen in some of the bazars.

The chemical section of the Department, which has now been thoroughly reorganised, was able to give much closer attention to chemical investigations required by the different Range Officers.

Agricultural marketing.

It is now recognized that unless agricultural marketing is properly organized the cultivators cannot expect to get a proper price for their crops. This important question has been taken up by the Imperial Council of Agricultural Research and a comprehensive scheme for organising marketing of agricultural commodities has been launched throughout India. A grant of a lakh of rupees has been given to the Province of Bihar and Orissa to be spread over five years for this work, which has been entrusted to a senior Deputy Director of Agriculture, who is assisted by three junior marketing officers. A programme of work for the first two years has been outlined by the Agricultural Marketing Adviser to the Government of India. During the year under review, an intensive survey was made of the growing and marketing of rice, wheat, ground-nuts, linseed, tobacco, citrus and desiduous fruits and bananas, hides and skins, cattle, eggs and milk. Reports on each of these items were prepared and sent to the Agricultural Marketing Adviser. Useful information was also collected regarding important markets, *hats* and fairs of the Province.

Standardization of weights and measures in the Province is the first thing necessary to place agricultural marketing on a sound basis. When the survey of all the important agricultural commodities is completed, it will be possible to judge what steps are expedient to assist the cultivator in the sale of his crops. Towards the close of the year, a temporary Junior Marketing Officer was appointed for three months to carry out the marketing survey in 26 Indian States in the Eastern States Agency.

Agricultural farms.

The experimental farms, which constituted centres for experiment, demonstration and seed-multiplication, continued their activities throughout the year. During the year, the staff of Overseers and Kamdars

was strengthened in order to make the demonstration work more effective. The Kanke farm herd is the finest pedigree dairy herd in the Province. The average yield per cow in milk was 16.7 lbs. per day as against 15.1 lbs. in the previous year. A great deal of excellent work was done in establishing first class breeding herds on the departmental farms. Poultry breeding was continued successfully at Kanke, Patna and Cuttack farms, where small flocks of white leghorns are maintained. The flock at Kanke consists of 260 birds.

Propaganda.

The illiteracy of the cultivators, who form the bulk of the population of the Province, is a great impediment in the way of introducing the results of agricultural researches and experiments into the villages. The Department makes propaganda with the aid of Co-operative Societies and through Kamdars. The staff is too limited for extensive demonstration on the cultivators' own lands. They were, however, utilised to the fullest extent and the demonstrations carried out by them in the villages proved to be of the greatest value to the cultivators. During the year, six additional Overseers and thirty Kamdars were appointed for propaganda and demonstration work, thus making a total of 54 Overseers and 135 Kamdars for the Province. The total number of agricultural demonstrations carried out during the year was 13,860 against 14,580 in the previous year. As a result of the demonstrations 32,430 maunds of cane-seed, 6,966 maunds of other improved seeds were sold by the Department during the year. The number of implements, and their parts issued, increased from 2,022 to 2,435 and the sale of fertilizers rose from 15,000 maunds to 27,262 maunds. Co-operative banks took an active part in distributing seeds and manures and some of them maintained Agricultural Supervisors and Kamdars to give demonstrations. A number of central banks also co-operated with the Department in demonstrating improved methods of cultivation to their members.

Two important exhibitions were specially organized on a large scale during the year under the orders of Government. They were (1) the Mango Exhibition and (2) the Bihar and Orissa Industrial and Agricultural Exhibition. The main object of the former was to give publicity to the excellence of mango varieties grown in this province and to stimulate their proper marketing. The Department organised the whole show, laid out demonstration plots and fruit bye-products stall and put up a fruit beverages cafe. The latter exhibition was held in Patna in February and March 1936 and was a great success. The agricultural stalls at the exhibition evoked a good deal of interest and attracted large numbers

of visitors, who took keen interest in all the exhibits. His Excellency the Governor visited these stalls on the opening day of the exhibition. The total expenditure on Agricultural section of this exhibition was Rs. 3,146.

Agricultural education.

There is no agricultural college in the Province. Four stipendiaries at the Nagpur Agricultural College completed their studies and three of them were successful in the final B. Ag. examination and were absorbed in the Department.

The central farms continued to train their own Overseers and Kamdars. A two years' course of post-graduate training in Agricultural Chemistry was started at the Agricultural Research Institute, Sabour, and one post-graduate student was admitted to it.

Cattle disease.

There was a marked increase in the outbreak of epidemic diseases during the year, which increased from 4,158 to 5,403 and the number of animals affected rose from 122,840 to 178,236. Contagious diseases were common all over the province, but there was an appreciable decline in the number of deaths which was 9,794 against 14,539 in the previous year. This satisfactory result may be ascribed to the establishment of field veterinary dispensaries and the special attention paid by the Assistant Surgeons to goat virus work. About 86 per cent of the outbreaks were attended by the staff of the Veterinary Department. Foot and mouth diseases were responsible for over 89 per cent of the affected cases, but the death rate was very low. Out of a total number of 159,318 animals attacked by these diseases, only 129 died. The deadly disease of rinderpest caused 6,427 deaths of animals against 10,531 in 1934-35. This decrease is attributable to the method of goat tissue vaccination, which has considerably checked the outbreak of this disease.

The number of preventive inoculations rose from 316,772 to 576,011. Out of the inoculated animals, only 240 died, the percentage of mortality being .04 against a little over .2 per cent in the preceding year.

Veterinary hospitals.

The number of veterinary hospitals remained stationary (33), but the number of animals treated showed a further rise from 93,587 to 99,326. This shows that they are gradually gaining in popularity. In addition, 21,743 castrations were performed and 22,346 patients were supplied with medicine though not brought to the hospitals. Field dispensaries continued to do good work and at the close of the year 144 of them were working. This is the fourth year of the formation

of these dispensaries and their activities are receiving growing appreciation by the rural public. The number of patients treated at such dispensaries increased from 123,075 to 151,704 (including 40,678 castrations). Altogether 58,257 villages were visited by the touring Assistant Surgeons against 56,960 in 1934-35 and the number of patients treated by them was 433,011 against 354,831 in the previous year.

The Cattle Farm.

The Patna Cattle Breeding and Dairy Farm continued to show steady improvements. At the beginning of the year, the farm herd consisted of 103 *desi* cows, 105 Tharparkar cows, 78 Tharparkar bull calves, 103 Tharparkar heifer calves, 89 cross-bred bull calves, 45 cross-bred heifer calves, 67 draught bullocks, 14 Tharparkar bulls, 2 cross-bred bulls and 1 pony, all making a total of 610 animals. During the year, 181 calves were born on the farm raising the total to 791. Of these 10 died, 153 were sold, 3 Tharparkar bulls and 1 cross-bred bull were distributed free to some of the local bodies of the province and 11 animals were sent to Pinjarapole, leaving the total strength of the herd at 613 at the end of the year.

The average number of cows in milk was 112 against 111 in 1934-35. The average milk yield per cow rose from 9.8 lbs. to 10.8 lbs. and the total milk yield from 391,464 lbs. to 431,008 lbs. The total quantity of milk sold was 400,582 lbs. against 357,094 lbs. in 1934-35. In addition, 615 lbs. of cream and 132 lbs. of ghee were sold against 531 lbs. and 348 lbs., respectively, in the previous year.

The total area of land cultivated by the farm was 332 acres. In addition to it, about 174 bighas were leased out for a year at a rental of Rs. 1,962. Crops, such as *juar*, oats, *khesari*, gram and berseem, etc., were grown on the farm. The total outturn of *bhadai* and *rabi* crops was just over 69,518 maunds (including green fodder and chaff to the value of Rs. 24,620), while the expenditure on cultivation during the year was Rs. 9,630. The total revenue including estimated receipts on account of fodder produced was Rs. 63,378 against Rs. 60,789 in the previous year. The total expenditure increased from Rs. 52,166 to Rs. 53,520.

The Veterinary College.

There were 71 students on the roll of the college at the beginning of the year as against 56 in the previous year. This includes 36 new admissions, out of which, 7 left the college at the end of the session, thus leaving the total number of students at 64. In the examinations, 42 were successful and 9 took their diplomas from the college, 4 having obtained distinctions. The post-graduate training class, which had been suspended for one year, was re-opened with

a shorter course for three months and 9 students attended it. There was an improvement in the working of the Research Laboratory. Research on *kumri* was continued and a second progress report was written and presented by the Research Officer for publication.

The College attracted students from outside the province also who came from United Provinces, Bengal, Central Provinces, Punjab, North-West Frontier Provinces, Rajputana and Hyderabad. The total number of such students at the College was 31. All the students were provided accommodation in the College hostel excepting 5. The total expenditure on the College amounted to Rs. 78,947.

Propaganda and research.

As in the previous year, the subordinate staff of the Veterinary Department carried on a vigorous propaganda to popularise the activities of the Department. As many as 6,398 lectures dealing with the safety and maintenance of livestock were delivered at important fairs, shows, gatherings, schools, and hospitals. Models, charts, magic lanterns and even instruments were freely used. Pamphlets and leaflets on various common cattle-diseases were distributed in different languages and the Department also took part in the Bihar and Orissa Provincial Exhibition. The rural population took an interest in the propaganda work and attended in large numbers at each centre. The utility of propaganda work for educating the villagers in the maintenance of their cattle cannot be over-estimated. The steadily-increasing number of cattle, which are produced for medicine at veterinary dispensaries, hospitals and before itinerant doctors, are a clear proof of the popularity of the Department as well as the benefit which the people derive from it. Besides carrying on the usual programme of research work, several articles, essays and pamphlets were written, read, published or revised. Mr. M. I. Malik wrote an article on lactation in a barren heifer as also an essay on improvement of cattle in India. Similar attempts were made by Mr. L. Sahai concerning Doyles' Disease of Fowls and Warble Flies in Cattle and Goats. He also revised the departmental pamphlet on Parasitic Diarrhoea of Ruminants. Other subordinate officers also showed a keen interest in this direction and paid an increasingly greater attention to castration and improvement of livestock work.

Prevention of cruelty to animals.

The Society for the Prevention of Cruelty to Animals continued to do useful work. There are now eight Inspectors under the Society, who carry out their duties in 33 municipalities and 13 union boards. In all 3,083 cases of cruelty to animals were

reported, out of which, 2,598 ended in conviction under the Cruelty to Animals Act. Fines imposed aggregated Rs. 11,069 out of which the Society received a sum of Rs. 10,789.

The Co-operative movement.

The history of the co-operative movement in Bihar and Orissa is one of the most phenomenal increase in the number of societies and their membership. When Bihar and Orissa was created into a separate province in the year 1912-13, the total number of societies, which existed at that time, was only 595 with a membership of 30,673. But the popularity, which the movement gained from year to year, and, the extent of co-operation, which it received from all quarters, gave it such an impetus, that the number of societies and their membership had gone up to 8,263 and 238,047, respectively, by the end of the year 1926, when, owing to deterioration in the quality of societies, a brake upon further expansion of societies was applied. It was decided to concentrate more towards the consolidation and improvement of the existing societies than to organisation of new ones. Yet, the total number of societies at the end of the year 1935 was 8,928 with a membership of 285,282 or 15 and 9.31 times, respectively, more than the figures of 1912-13.

During the year under report, 132 new societies were registered in Bihar and Orissa against 77 in the previous year. There was a slight increase in the total number of working societies of all classes (viz. 8,928 against 8,882 of the previous year), but the number of members decreased from 286,931 to 285,282. Caution and discrimination continued to be exercised in the registration of new credit societies and expansion had to be restricted for want of adequate funds at the disposal of the central banks for financing new societies.

As regards the general working of the societies, the depression, which had set in the previous years, continued throughout the year 1935. The rainfall being uneven and irregular, the outturn of the crops was not satisfactory. There was a slight increase in the price of rice, but it hardly improved the material condition of the agriculturists. The members were unable to repay their debts. The inevitable result of the depression was bad collection, which affected the financial position of the societies and the central banks in their turn. The classification of the societies, which was deteriorating since 1932, deteriorated still further. The statement given below shows the deterioration in each class at a glance :—

Class.		1932.	1933.	1934.	1935.
A (Model)	...	3.1	2.1	1.5	1.2
B (Good)	...	11.5	10.2	9.0	7.4

Class.		1932.	1933.	1934.	1935.
C (Average)	...	69.9	69.3	68.4	68.1
D (Bad)	...	13.3	15.5	17.4	18.8
E (Hopeless)	...	2.2	2.9	3.7	4.5

The highest percentage of " Model " and " Good " societies, viz. 33.6, were under the Angul Central Co-operative Union in Orissa. The Samastipur Central Co-operative Bank, in Bihar, was the next with 30.3. There were only four banks which had no " Bad " and " Hopeless " societies.

The overdues of principal, payable by affiliated societies to central banks, rose from Rs. 131 lakhs to Rs. 138.27 lakhs, while the corresponding amount of overdues of principal payable to affiliated societies by their members increased from Rs. 1,30 lakhs to Rs. 134.401 lakhs. Similarly the overdues of interest payable to central banks also rose from Rs. 25.27 lakhs in 1934 to Rs. 32 lakhs in 1935 while the overdues of interest payable to affiliated societies by the members rose from Rs. 53 lakhs to Rs. 62 lakhs.

Several instances of malpractices and embezzlements were brought to light and prosecutions had to be started in five cases, three of which ended in conviction before the close of the year.

These details should not, however, be taken to indicate that the movement, which had attained so much popularity in the province, was now gradually going down merely for lack of enthusiasm or from mismanagement on the part of central banks. The real position was, that owing to economic depression the members were unable to pay their debts, collection had become difficult and Government were no more pursuing a policy of the expansion of mere co-operative credit. In a province with 9,000 societies, the few cases of embezzlements and misappropriations which were detected, are nothing to be surprised at. On the contrary, the most interesting feature of the co-operative movement during the year was the growing realisation of the importance of the non-credit side of the movement, which is dealt with in detail later on. The central banks continued to take interest in education, agricultural improvements, land reclamation, sanitation, medical relief and the promotion of cottage industries, which have for their object, the moral and material improvement of the rural population. The department paid greater attention to the organisation of special types of societies such as village welfare or better living societies and weavers' and sugarcane-growers' societies. With the passing of the new Bihar and Orissa Co-operative Societies Act of 1935 (as amended later on in the same year), which provides additional

safeguards for better management and control of co-operative societies and the reinforcement which has taken place in the inspecting staff of the Department, there is every reason to hope that the co-operative movement has a bright future in Bihar.

The Provincial Co-operative Bank.

The Provincial Co-operative Bank completed the twenty-second year of its successful existence. The working capital of the bank increased by Rs. 12.21 lakhs during the year, due mainly to two loans amounting to Rs. 20 lakhs, which the Government granted it to augment its long term capital and to assist the central banks with fresh loans to meet their urgent demands. These loans increased the working capital of the bank from Rs. 96.70 lakhs to Rs. 108.91 lakhs in 1935. The paid-up share capital of the bank remained the same as in the previous year, viz. Rs. 6.11 lakhs. The guarantee shares of Rs. 4 lakhs, with Rs. 20,000 paid up, were converted into ordinary shares during the year and this will enable the bank to make an annual saving of Rs. 3,100 which it used to pay in dividend and commission on the guarantee shares. In order to prevent idle money from accumulating in the bank's coffers, the rates of interest payable to depositors were lowered. This change resulted in a decrease of Rs. 2.57 lakhs in deposits from individuals as compared with the previous year, but full advantage of the reduction could not be taken within the year as the bank had large sums in long term deposits carrying 4 to 7 per cent interest, which could not be reduced before maturity. On the other hand, it resulted in the withdrawal of about 10 lakhs, which were held at 3½ to 2 per cent interest.

The total amount of loans advanced during the year to central banks and societies amounted to Rs. 6.89 lakhs against Rs. 3.58 lakhs in the previous year. The average loan rate of the bank fell from 6.2 per cent to 5.2 per cent, while the rate of average fixed deposit increased by .10 per cent during the year. The total reserve (statutory, for contingencies and for depreciation on Government securities) was Rs. 7.07 lakhs or above 11 per cent of the total advances to central banks and societies. Profits, however, fell considerably, by just above half a lakh, partly owing to the decrease of one per cent in the average loan rate, and partly owing to the increased cost of establishment.

The total demand on account of principal from central banks and societies was Rs. 41.89 lakhs, out of which, only Rs. 3.18 lakhs could be realised. The Provincial Bank recovered Rs. 1.82 lakhs during the year as interest against Rs. 1.85 in the previous year.

The question of organisation of a separate Provincial Co-operative Bank for the new province of Orissa was examined at a conference held at Cuttack early in December 1935, which was attended by the representatives of central banks from the Orissa division and Ganjam and a few leading gentlemen of Cuttack. The scheme was considered to be feasible and a committee was appointed to settle the constitution of the proposed bank.

Central Banks and Unions.

The number of central co-operative banks and unions remained at 66 as in the previous year. Their working capital decreased by Rs. 80 and at the close of the year amounted to Rs. 223.90 lakhs. There was an increase in the total reserve of the central banks and unions (including reserves for bad debt and other funds), which rose from Rs. 18.12 lakhs to Rs. 18.55 lakhs. The statutory reserves remained stationary at Rs. 9.96 lakhs. Deposits fell by Rs. 2.79 lakhs, and at the end of the year, the total amount was a little over Rs. 127 lakhs. The total amount of the borrowed capital of the banks stood at Rs. 183.59 lakhs, of which Rs. 127.12 lakhs constituted deposits and the remainder was mostly made up of loans from the Provincial Bank. There were heavy withdrawals of deposits from some banks but they were counterbalanced to some extent by fresh deposits in other banks.

It was noticed in the past that the central banks generally increased the rates of interest on deposits as soon as there was a rise in the rates of interest in the money market and allowed them to continue on the same level even when the rate in the money market showed a tendency to fall. This necessitated the Registrar to prescribe certain maximum rates for new deposits or renewal of old deposits in central banks, which varied from 5 to 7 per cent according to the period of investment.

There was a slight improvement in the percentage of collection during the year, which rose from 10.8 to 11.4. The total amount of principal loan recovered during the year was Rs. 8.89 lakhs against Rs. 6.89 in the previous year. The total amount of interest collected during the year was Rs. 13.06 lakhs against Rs. 12.14 lakhs of the previous year. Only ten banks in Bihar and one in Orissa were able to collect more than 10 per cent of their total demand on account of principal. The unsatisfactory collections, as already stated in a previous paragraph, were due to the general economic depression from which the agriculturists in Bihar were suffering from some years before. The total amount of loans advanced by banks to societies also declined from Rs. 5.99 lakhs to Rs. 5.07 lakhs. The decrease was attributable to shortage of available funds, poor recoveries, and heavy overdues.

The total number of agricultural societies at the close of the year showed an increase of 36, the number being 8,502 against 8,466 of the previous year; but the membership decreased from 230,734 to 229,044. The fall in the number of members was due to the liquidation of certain societies, which consisted of a large number of members. The Pakur Damin grain *gola* alone contained about 2,000 members. The working capital of the societies fell by Rs. 5.62 lakhs, but the reserves and deposits increased slightly. The amount of loans advanced to members aggregated to Rs. 5.27 lakhs against Rs. 5.43 lakhs in 1934. The number of grain *golas* remained at 68 on the 1st January 1936 and most of them were in a satisfactory position.

Societies.

There were 194 non-agricultural societies in this province with a membership of 28,925 and a working capital of Rs. 46,88,180. It was a satisfactory feature of these societies that their reserve and other funds amounted to Rs. 5,40,071 and they earned a profit of Rs. 1,74,760. The assistance rendered by these societies in providing easy credit facilities and encouraging the spirit of economy amongst wage-earners, traders and other persons of limited means was considerable and some of the banks were helpful in financing small industrialists and cottage workers. The eight depressed classes' societies in the Ranchi, Champaran and Hazaribagh districts, and the 52 societies for fishermen in Orissa deserve special notice. The Hazaribagh Mehtartoli Society and the Lal Bazar Mehtar Society at Bettiah and the Dumka Mochipara Shoemakers' Society in the Santal Parganas did good work.

In pursuance of the recommendations of the committee on co-operation, the local Government considered the question of establishing "land mortgage banks" in the province with a view to enabling the agriculturists to redeem their land, liquidate old debts, make improvements and extend their operations. An officer of the Bihar and Orissa Provincial Service was appointed as a Special Officer for a period of three months to study the working of land-mortgage banks in other provinces so that necessary legislation to suit the needs of the province could be taken up in due course.

Rural development.

The most important feature of the activities of the central banks during the year was that over and above the control of credit, a number of them carried on programmes of encouraging agricultural improvements and general rural development. Twenty-eight banks employed *kamdars* trained in agriculture for the purposes of demonstration

and distribution of seeds, manure and agricultural implements. The Balasore and Khurda banks continued to maintain their agricultural inspector and development manager. Cultivation of sugarcane, ground-nuts, Darjeeling potatoes, Pusa wheat, Jaunpur maize, Kabuli gram, Dahia paddy, pulses, onions, tomatoes and winter vegetables were introduced and extended in several areas throughout the province. The cultivation of sugarcane received special impetus in North Bihar and the Patna district. The Industries Department of the Government gave 840 mills and 1,680 pans for free distribution to societies.

The societies advanced Rs. 5,910 in the year against Rs. 8,009 in the preceding year for the purposes of land improvement. The members utilised the money for sinking wells, constructing bunds and excavating tanks and channels. Several banks evinced keen interest in the improvement of village sanitation, distribution of medicines, inoculation of cattle and cleaning and repairing of village roads. A large number of societies all over the province stocked Homeopathic and Ayurvedic medicines for free distribution to their members.

The total funds allotted for education amounted to Rs. 1,856 against Rs. 2.275 in the previous year. The total number of schools and *pathshalas* under the management of the banks decreased from 151 to 134. Paucity of funds at the disposal of central banks prevented them from devoting a larger sum to the cause of education, but the interest taken by the Directors was encouraging. The Banki Dompara Central Union started a night school, which was attended by 129 students, to whom books and slates were supplied free. A circulating library was opened and books were circulated among the residents of 8 villages.

The rural reconstruction work done by the central banks and co-operative societies during the year deserves special mention. The Kujang, Nimpara, Bhadrak and Khurda central banks in Orissa maintained special development officers for rural reconstruction work, who did good work by opening new schools and organizing voluntary labour for construction and repair of village roads, tanks, bundhs and schools.

In Chota Nagpur division also rural reconstruction work was done through the village welfare societies there. The members deserve special mention for the spirit of self-help and co-operation, which they were able to arouse among the villagers. A very large number of wells and tanks were excavated to provide drinking water and miles of village roads and bundhs were either constructed or repaired. His Excellency Sir James David Sifton,

late Governor of Bihar, and the Hon'ble Minister of Education (Mr. S. A. Aziz, Bar.-at-Law) visited the Mesmano welfare society and were impressed with the work done by the members of that society.

The Kurthal rural reconstruction co-operative society in Patna district, which was started in 1934, ran a middle school, a night school, a girls' school and employed a supervisor to propagate improved methods of agriculture, cotton industries and rural sanitation. Magic lantern lectures were also organised at convenient centres to educate the villagers in rural welfare work.

In Tirhut 15 village welfare societies were registered during the year. Village libraries and reading rooms were opened. At Silout news-boards were introduced on which important news is published once a week. The work of these rural reconstruction societies and boards as well as that of the banks were facilitated by the financial assistance, which they received from the Government of India grant at the disposal of the District Officers and the subsidies given by the Co-operative Federation.

The local Government sanctioned a scheme of 4 village welfare societies to be financed out of the Government of India grant for a period of four years. The scheme, which was given effect to after the close of the vear under report, aims at intensive rural welfare work. The staff consists of a welfare officer, a guide, a *kamdar* and a *dai*, and one centre has been opened in each division.

The Co-operative Federation.

There was no change in the constitution of the Federation during the year under review. The annual session of the Federation Congress was held at Jamshedpur in the month of December 1935 under the presidentship of Rai Bahadur Shyam Nandan Sahai, M.L.C. The Federation Council held four meetings during the year, three at Patna and one at Jamshedpur. On the understanding that the Bihar and Orissa Provincial Co-operative Bank would pay a consolidated amount of Rs. 1,500 towards the cost of its monthly audit, the Council accepted the withdrawal of the application put in by the bank for resigning from the membership of the Federation. The Federation performs the useful function of auditing the accounts of societies and banks. During the year, the Federation actually received a sum of Rs. 1,02,258 including the Government subsidy amounting to Rs. 65,258. • The expenditure amounted to Rs. 2,75,471. Strict economy enabled the Federation to have a surplus of Rs. 12,309 at the close of the year and this helped in reducing to Rs. 76,381 the loan due to the

Provincial Co-operative Bank in cash credit account. The collections during the year amounted only to Rs. 1,32,532 leaving an arrear of Rs. 2,55,619 excluding the overdues from the liquidated societies. Remissions of contributions from co-operative societies in the earthquake affected areas aggregated to Rs. 37,594.

In addition to a number of probationary and temporary hands, the Federation maintained a staff of 85 permanent local auditors for the audit of primary societies and 24 assistant and junior auditors for the audit of central institutions and non-agricultural societies. Five propaganda officers were retained for the organization and development of rural welfare work.

On the occasion of the celebration of their Majesties' Silver Jubilee, the propaganda officers and the training staff of the Federation organised a number of magic lantern shows under the direction of the Publicity Officer and the District Officers, which provided a good opportunity to explain to the rural masses the manifold advantages of co-operation and rural reconstruction work. It was, however, unfortunate that for want of adequate funds the entire development staff of the Federation had to be discharged at the close of the year.

The Federation continued the publication of two monthly magazines, one in English and the other in Hindi, which acquired increased popularity during the year under report. The chart artist of the Federation prepared 80 charts which were exhibited at the Congress session of the Federation in Jamshedpur and also at the Provincial Industrial Exhibition at Patna in February 1936. These charts proved to be very useful and the Federation received a request from another province for the loan of the charts and of the services of the chart artist.

The Government of India sanctioned an allotment of Rs. 1,23,600 for co-operative training and education for the joint province of Bihar and Orissa. With the funds available to Bihar a scheme for co-operative training and education was drawn up and sanctioned by the local Government at the close of the year. The scheme provided for the establishment of a Training Institute, with a principal and two lecturers, where the inspectors, welfare officers and other office-bearers of the Co-operative Department could be trained. A field staff consisting of 2 education inspectors and 17 instructors for educating the office-bearers and members of rural societies have been appointed since the close of the year. It was not possible to give effect to the entire scheme before the year closed but the Training Institute was inaugurated with effect from 15th November, 1935.

CHAPTER XI.

Commerce and Industry.

General.

Bihar and Orissa is essentially an agricultural province and only a small fraction of its residents are dependent upon the industries of the province. The census of 1931 showed that 14,422,203 persons out of the total population of 21,082,560 were agriculturists, and, that the number of persons concerned in industries was only 1,611,627 or 7.6 per cent of the total population. The position has not changed much within the last six years. But it should not be taken to mean that the province is lacking either in mineral resources or in industrial enterprise. It has got many natural advantages for industrial developments. As a matter of fact, the province contains some of the richest mines and industrial concerns. The Chota Nagpur districts contain some of the richest deposits of coal, mica and lime-stone, while in Singhbhum, there are valuable deposits of iron, copper ores and manganese. More than half the coal produced in India is regularly obtained from the Jharia mines and the most important iron and steel works in India, viz., the Tata Iron and Steel Co., Ltd., is largely dependent upon the local iron mines. There is a large number of factories and mills of various classes and capacities at present working in the province. The sugar industry, which has received a considerable impetus from the protective tariff on foreign sugar, is a prosperous industry in North Bihar. Apart from this, the political awakening in the province, which has resulted in a steadily growing sense of patriotism within the last 17 years, has given a considerable stimulus to a number of small industries including cottage industries. There is no doubt, that the industrial development of the province has been slow but in many respects it has also been spectacular. The iron and steel industry at Jamshedpur and the sugar industry in Bihar have developed with amazing rapidity. The Tata Iron and Steel Company, which was started in 1907 on a barren land which hardly contained any human dwellings in the vicinity, is now an important industrial centre with a population of about one lakh inhabitants. There are a number of subsidiary companies and workshops there which have arisen in association with the Tata Company. The number of sugar factories in the province has gone up from 12 in 1931-32 to 34 in the year under report. Seven new factories were opened in 1932-33, fourteen in 1933-34 and one in 1934-35.

Although the various mines and the industrial concerns absorb quite a large number of the residents of the province, they are mostly in the hands of foreign capitalists and the people employed in them are not all Biharis. In fact, the majority of the superior posts are held by outsiders and Biharis predominate only in unskilled and semi-skilled labour. The sugar industry, which is the most promising one at present, is obviously the one which in addition to providing employment to a large number of labourers, is a source of immense benefit to the agriculturists. The sugar industry is dependent upon agriculture and sugarcane is at present the principal cash crop of Bihar. The industry has led to a substantial increase in the cultivation of sugarcane crop which is now nearly 55.1 per cent in excess of the area about 5 years ago, and the corresponding increase in the yield of raw sugar is about 117.8 per cent. In 1935-36 the factories in Bihar employed over 16,000 persons and crushed 76 million maunds of sugarcane. The price of sugarcane being roughly five annas per maund, the agriculturists were benefited to the extent of over 2 crores of rupees. The sugar industry, therefore, is not only providing direct employment to a large number of men, but is also helping towards the betterment of the economic condition of the agriculturists.

It is difficult to state exactly how far the sugar industry is capable of further expansion in the province, but speaking generally it may be said that the scope for expansion is now limited, and unless impetus is given to other industries, further progress of industrialisation may come to a standstill before long.

The lac industry is another important industry connected with agriculture. Nearly 90 per cent of the lac consumed in the world is produced in India and Bihar produces nearly half of it. The industry is carried on by the agriculturists extensively in Chota Nagpur. But it has been badly hit by the production of synthetic resin in recent years.

The tobacco industry at Monghyr and the cement industry at Japla and Khalari employ a certain number of men.

There are 84 rice mills, 29 oil mills, 4 flour mills, and 3 dal mills, totalling 120 mills in all. There is rich material for the manufacture of button industry, glass and porcelain industry, match industry, and paper industry in Bihar. But they have not yet been taken up on any large scale. Hand-weaving, wool-weaving, sericulture, silk-weaving, hosiery, tanning, shoe-making, glazed pottery, cane work, toy-making, brass and bell metal work, cabinet making and cutlery are also carried on to some extent.

Coal.

The output of the Jharia coalfields was again the highest of any coalfield in India, and it supplied nearly two-thirds of the coal produced in the country. The total output of coal in Bihar and Orissa during the year under report was 12,436,828 tons, i.e., 114,667 tons in excess of the previous year. The average number of persons employed daily in the coalfields of the province was 92,419 including a declining number of 13,638 females, of whom 5,136 females were employed underground. There was an all-round increase in the average output of coal per person employed. The increase may be ascribed partly to the increased demand for coal and partly to the increased output from the extraction of coal in pillars. The labour supply was sufficient in all the mines throughout the year. Although there was a slight variation in the rates of wages, the amount of money earned per worker was higher than in the previous year as the pits worked for a greater number of days than in 1934. The general health of the labourers in the coalfields was, on the whole, satisfactory, and for this tribute must be paid to the Jharia Mines Board of Health.

There was better demand for coal in 1935 than in the preceding years but this did not result in improvement in prices. The average price obtained was only Rs. 2-10-0 per ton.

The Indian soft coke cess committee continued its activities during the year to popularise the use of soft coke as fuel for domestic purposes. As a result of the committee's efforts the popularity of soft coke as a domestic fuel is increasing. The quantity of soft coke despatched from the coalfields of Bihar and Orissa increased further from 847,540 tons in 1934 to 875,226 tons during the year under review, but its average price remained stationary. As a fuel for cooking purposes, coal is used only by a limited number of families residing in urban areas, while in rural areas it is not used in the kitchen at all. If something could be done to induce the villagers to use coal for cooking, the large quantity of the valuable manure of cowdung, which is at present burnt in kitchen, could go to the fields and increase the produce of the crops.

Iron.

The fact that the coal and iron ores are found in close proximity to each other in this province enhances their value enormously. The Singhbhum mines are noted for their valuable deposits of copper and iron ores. The iron mines in this district produce nearly the whole of the iron ore of India, but the large quantity of the iron ore used at the Jamshedpur steel works is obtained from the mines in the neighbouring feudatory states.

The total output of iron ore from the Singhbhum mines increased from 810,547 tons in 1934 to 1,155,965 tons during the year under review. The number of persons employed during the year increased from 5,214 to 7,594. There was an ample supply of labour and there were no strikes or epidemics at the iron ore mines. The Tata Iron and Steel Company, Ltd., worked their plant to its full capacity throughout the year excepting for a short period in March 1936 when the plate mills had to close down owing to shortage of orders. The average number of persons employed daily increased from 27,001 to 27,513 during the year. The most impressive feature of Jamshedpur is the organization of comfort and healthy conditions of life among the work people there.

Copper.

The mine of the Indian Copper Corporation at Mosaboni in Singhbhum district was responsible for the whole of the copper output in British India during 1935. The total extraction rose appreciably from 328,676 tons valued at Rs. 34,19,869 to 350,801 tons valued at Rs. 34,88,808. The number of persons employed in the extraction of copper ore was 2,784 against 2,787 in the preceding year. The production of refined copper increased from 6,300 tons to 6,900 tons. The production of yellow metal sheet and circles at the rolling mills was 10,721 tons involving the use of 6,734 tons of copper.

Other important minerals produced in the British districts of the province, with their output in 1935, are given below :—

	Tons.
Manganese ore (Singhbhum)	16,667
Chromite ore (Singhbhum) ...	11,397
Steatite (Singhbhum and Hazaribagh) ...	1,353
Slate (Monghyr)	1,123
Limestone (Shahabad)	283,102
Stone, chiefly igneous rock (Gaya, Santal Parganas, Shahabad and Singhbhum) ...	636,666
Sandstone (Shahabad)	27,451
Gravel (Singhbhum)	9,977
Fireclay (Manbhum)	2,060
China clay (Bhagalpur, Singhbhum and Manbhum)	7,272
Gold (Manbhum and Singhbhum) ...	33 ounces.
Chromite ore (Singhbhum)	11,397

Mica. The district of Hazaribagh contains the most valuable mica mines in the world. The mines produce more than half of the world's output and the general fall in demand during the last few years has affected the industry considerably. During the year, however, some improvement was noticeable as the demand increased in comparison to the previous year. The total production of mica rose from 45,979 cwt. to 48,674 cwt.; of which 37,679 cwt. were mined in Hazaribagh and the remainder in Manbhum, Gaya and Monghyr. The number of persons employed in and about the mica mines was 20,171. The supply of labour was ample and there were no strikes or serious epidemics during the year. The Bihar and Orissa Mica Act, which came into force from 1932, proved most effective in reducing the number of mica thefts.

Factories. In addition to the Department of Industries, the Government maintain a special staff for the inspection of factories. The main duties of the staff are to exercise a close watch over the conditions under which the employees work, to investigate into the responsibility for serious accidents, and to see generally that the provisions of the Indian Factories Act are being complied with. During 1935 there were 372 factories on the register against 359 in the preceding year. Actually 5 factories were struck off the register but 18 new factories were registered in their place. The number of registered factories that remained closed throughout the year rose from 52 to 63, of which 22 were rice-mills, 11 indigo factories, and 6 sugar mills. Of the 309 working factories during the year, 243 were perennial and 66 seasonal.

The term "factory" ordinarily includes all industrial concerns employing at least 20 persons and carrying on manufacturing process with the aid of power. The number of persons employed in factories rose from 78,224 to 86,327. The increase was due to the employment of larger number of persons in iron and steel, textiles, bricks, and tiles manufacture. About 9 per cent of these were women and children, the total number of children employed being only 207 as against 254 in the preceding year. The decline in the number of children employed was due to the special restrictions which have been placed upon the employment of child labour. All but 16 of the working factories were inspected during the year. Of the uninspected factories, 15 were under the jurisdiction of local inspectors and 1 under the regular Inspectors.

The total number of accidents in all factories was 2,884 against 2,481 in the year preceding. 604 accidents were serious and 36 fatal against 584 and 33 respectively.

The rapid rate at which sugar factories are springing up led to a shortage of skilled labour and it is possibly partly due to this fact that 6 out of the 36 fatal accidents mentioned above took place in sugar factories.

Cottage Industries.

After agriculture, the handloom weaving is the most important occupation of the people of this province. Nearly one-third of the cloth worn by the inhabitants of Bihar and Orissa is produced on the handlooms of their own villages. This industry, however, is scattered and largely unorganised and badly needs assistance in the struggle to hold its own against organised competition. The Department of Industries carried on an organised campaign for the development of this industry, its activities being concentrated on teaching of improved methods to the village weaver and obtaining for him the full benefits of his labour. A demonstration staff consisting of seven supervisors, each assisted by a staff of trained craftsmen, was maintained for the province. This peripatetic demonstration party moved from village to village and gave practical demonstrations of the new weaving appliances. As a result of their efforts 2,250 fly shuttle looms, 184 dobbies and 117 improved warping drums were introduced during the year. In many centres the new looms and their parts are now being manufactured by the weavers themselves with the help of the local village carpenters. Apart from rendering assistance to the weavers in improving the technique of weaving, dyeing and printing, the demonstration staff attended all the important fairs and exhibitions. They took a prominent part in the All-India Hand-weaving Exhibition and Competition. It is gratifying to note that the first prize of a gold-medal and the third prize in weaving *dhotis* in the All-India Competition were obtained by the weavers of Bihar. Two additional demonstration parties have since been sanctioned for the districts of Manbhum and the Santal Parganas, bringing the total to seven for Bihar alone.

The commercial section of the Industries Department for the manufacture of purdah continued to flourish and a sum of Rs. 1,47,022 was realised from the sale of purdahs, etc. Twelve new designs of purdahs and durries were prepared during the year and folding waste-paper baskets to match the purdah patterns were also designed and placed in the market. The new tasar silk netting of leno weave was manufactured in different shades of colour and offered for sale in the market. The increased sale of cottage textiles in New Zealand is a convincing evidence of the estimation in which the quality and workmanship of the fabrics are held abroad. The commercial section showed a net profit of Rs. 27,487 during the year.

With the help of the Government of India's grant, work on the scheme for the improvement of the hand-loom industry commenced in April. The scheme aims at encouraging Weavers' Co-operative Societies and master weavers to manufacture staple cloths such as *dhotis, saris*, etc., according to approved specifications and patterns. This grant was utilised in payment of salaries to the additional staff required for the new marketing organisation as well as to those employed in organising and working the Weavers' Co-operative Societies, rent of sales depots, price of the finishing plant, cost of participation in exhibitions, fairs, advertisements and other propaganda work undertaken to popularise the hand-woven textiles. Three more Weavers' Co-operative Societies were started, nine master weavers were appointed, and sales depots were established at Jamshedpur, Ranchi, Bhagalpur, Patna and Delhi during the year. The fourth weaving supervisor, appointed for Orissa towards the end of the year, spent his time in helping the Organiser to start new societies in that area.

Wide publicity was given to Bihar hand-loom textiles in different parts of India. They were also exhibited in British Industries Fair in London, the Poznan International Industries fair in Poland, the Prague Fair in Austria, the Leipezig International Spring Fair in Germany and the Canadian National Exhibition at Toronto.

The expenditure out of the grant received from the Government of India for the hand-loom industry during the year amounted to Rs. 61,792 including Rs. 32,028 being the value of the finishing plant, the cost of furniture and equipment required for the sales depots, as also Rs. 4,040 spent by the Registrar of Co-operative Societies for the organization and management of the Weavers' Co-operative Societies.

Another industry, which the department has been trying to encourage, is silk rearing. The villagers grow castor crop freely in their homestead lands almost in all parts of the Province. If they could be induced to utilise the leaves for rearing *eri worms* the income obtained from the sale of cocoons would be an addition to the income which they derive from the sale of castor seeds. The rearing of *eri worms* is a simple matter. During the year under report, Government of India sanctioned a sum of Rs. 6,158 for the encouragement of sericulture, which enabled the Department to open an *eri* seed supply station at Ranchi.

This station is located in a rented bungalow and has about ten acres of land for castor and mulberry plantation. During the

Might I suggest that you should interest them in the subject by initiating a Puri Town Development Fund, drawing the attention of visitors to the needs of this great centre of religion. Your ideas in this direction might well go beyond an increase in the terminal tax, which in fact might lead to no increase of receipts if it diverted traffic from the railway to the roads.

By the District Board my attention is drawn to the ever-recurring problem of floods and the connected difficulty of roads for the Sadr subdivision. I am asked in your address to give effect to all recommendations of the Flood Committee so that there may be uniform relief to all affected parts of the district. But uniform relief is by no means what that Committee foretold as likely to be result of their proposals. On the contrary many of their suggestions admittedly involve damage to lands at present protected by embankments in order to give relief to some larger area now liable to submersion: and such proposals could only be carried out in full if the owners of the lands to which relief was given were prepared to compensate those whose lands would deteriorate by the abolition of the existing embankments. I may add that experts are not in all cases unanimous about the results to be expected. It is therefore not practicable that all recommendations should be carried out simultaneously. I should like to illustrate the difficulties with which our Engineers are faced from two cases where Government have spent large sums for the relief of flooded areas. In 1925 and 1926 the waters of the Chilka Lake rose to an abnormal level, flooding the adjacent fields, and in order to give relief Government in 1927 spent half a lakh of rupees on cutting a channel for the excess waters to flow into the sea. The channel was cut where experts thought success was most likely, yet the channel silted up immediately and the situation was only relieved by the Lake opening a new mouth of its own into the sea. In spite of this discouragement, Government accepted another scheme for relieving the country in the neighbourhood of the Sur Lake. Here we have been, so far, very successful and the large expenditure of two lakhs seems to have justified itself. For this opening proved most useful in reducing the length of the period of floods in Puri district last year. The different results of these two schemes show the difficulty even for experts of forecasting what the waters will do and the need for proceeding with the greatest caution. Puri is a deltaic area in which the change of levels of each mile is almost infinitesimal. The face of the country changes with each flood and the problem of getting the water borne by the rivers away to the sea is a continuing one. It is not possible to discuss here all that has been or has not been done, but I can assure you that the problem is always present in the minds of the Embankment Engineers.

The road problem in the Sadr subdivision is bound up with the problem of the floods. Roads to be of use all the year round must be raised above the level of the country; but an embanked road will hold up the flood water and must be intersected by innumerable causeways along its length. The difficulty and expense of making such roads is very great, especially when they are designed to cut across the drainage of the country. Your road from Puri to Balighai ought not to be beyond the resources of the Board with the assistance of your share of the Commissioner's Augmentation Grant, and perhaps with some help from Government on account of its advantage to the Casuarina plantation, but I think the idea of extending the road for the benefit of visitors to Kanarak is chimerical. I am afraid that the improving of road communications in Puri Sadr subdivision must be a very gradual process.

The necessity of a bridge over the Daya river, in order to link up the Sadr and Khurda subdivisions, does appear to be very strong,—so strong that it is certainly a project for which you should have plans and estimates ready

in case money can be found either from the All-India Road Fund or from the Provincial Fund for bridges. Though I am not in a position at the moment to make any promise, I advise you to send the scheme up to Government with the estimate in detail through the local officers. It may be necessary to make a choice between this bridge and a bridge over the Malagoni at Jankia in your district about which the Public Works Department are now making an examination.

In connection with public health you press the need for more wells in the rural area. This is a need common to most parts of the province, and I would remind you that the Hon'ble Minister, Local Self-Government, last year secured the inclusion of Rs. 25,000 in the budget especially to help Orissa in this matter, and you have received Rs. 7,000 out of this grant, which I understand has not yet been fully spent. At the moment therefore I can hold out no hope for more funds for this purpose.

You also ask for grants for establishing three new dispensaries, but in the same breath say that those you have are ill-equipped. It seems clear therefore that you have not the funds to maintain new dispensaries even if a grant could be made for building them.

Your educational necessities should be represented to the Director of Public Instruction. He has a long waiting list of the educational necessities of the various districts from which to select from time to time, as funds become available, those that are most urgent.

You have referred to the salt manufacture which since last year has been going on at Astrang. You are definitely aware that the limited privilege given recently for making salt in certain areas for the immediate local consumption has been gravely abused and that a great deal of local salt has been circulated over the district with corresponding loss of revenue to the Government of India. I do not propose to discuss here the political aspect of the salt revenue and only observe that though systematic evasion of the law might justify the revocation of the privilege, I hope that it may be possible to limit the manufacture without completely withdrawing the privilege.

It is a long list of needs that you have put forward for the town and the district just at the time when you are about to be separated from Bihar, and it gave at first sight the impression that Puri had been neglected in the past. I have mentioned some of the things done for this district to show that this has not been the case, and I wish I were in a position to meet your present claims more substantially. If the scheme for the Daya bridge is sent up in time, I promise to look carefully into the possibilities. But in any case, as you realise, Puri is likely to be the temporary seat of a new Orissa Government and in that case you will have the certainty that your claims for a share in such funds as fall to the new province will not be overlooked.

I thank you again for the welcome you have given to us.

B.—Speech delivered by His Excellency Sir James Sifton at the opening of the Bihar and Orissa Industrial and Agricultural Exhibition at Patna on the 10th February 1936.

MR. AZIZ, LADIES AND GENTLEMEN,

The Bihar and Orissa Provincial Exhibition, which I am about to open to-day, has been organised on a scale which has not before been attempted, at least in this part of India.

2. The idea of holding a large scale exhibition in this province is not new. In 1921 the provincial Department of Industries organised for the first time an all-India Hand-weaving exhibition and competition. All the provinces and a number of Indian States took part in it. The range and variety of hand-loom products greatly impressed those who attended the exhibition, which resulted in increased activity for the development of the hand-loom industry. The exhibition was a great success and a suggestion was made that similar exhibitions should be organised from time to time, but unfortunately in the years following they could not be held for various reasons, not the least important of which was financial stringency.

3. Lesser exhibitions were organised at Patna in 1933 and again in 1935 by private enterprise assisted by some of the departments of Government, but it has been felt for some time past that the help of the Industries Department of the Government of India should be invoked for organising a Provincial Exhibition on a fairly large scale. At the fifth Industries Conference the suggestion was made that exhibitions should be organised on a large scale in co-operation with the Central Government, provincial Governments, leading industrialists and the public, and the Government of Bihar and Orissa decided to give effect to this suggestion by arranging for a large scale exhibition here at Patna. Unfortunately the earthquake of January 1934 necessitated a postponement because it was felt that it would be unwise to attempt to produce such an exhibition at a time when the province was suffering from that disastrous calamity. I am glad to say that the postponement was for only one year, and to-day I am happy to take part in the opening function of an exhibition which has long been in the mind of Government.

4. The part played in Europe by such exhibitions, as I am about to open to-day, is a very important one. They bring together from all parts of the country, in which they are held, all the most up-to-date products of the country's industries; these are displayed in their most attractive form, their uses are demonstrated by experts and the most experienced salesmen are collected together competing for markets, both home and foreign. On the other part you have buyers from all over the world taking stock of what the exhibitors have to show: shrewd business-men, each of them knowing what will satisfy the public of his own country, the kind of novelty that will attract them, recognising the article which meets a need or which is superior and will replace something already in common use, and able to estimate the price at which such articles can be marketed there. When these two classes come together, business on a large scale is transacted, and the foundations are laid for larger trade in future. At the British Industries Fair, which is held about this time every year, trade is stimulated by the placing of orders probably exceeding a crore of rupees.

5. It is with the hope that something of the same kind on a smaller scale may result that this Exhibition has been organised. In India generally, and in Bihar and Orissa in particular, the art of advertisement has not reached the standard attained in Europe. And in any case the sophisticated prospective purchaser will discount by 90 per cent what he reads in the advertisement columns of his newspaper, perhaps rightly, perhaps wrongly. But in an Exhibition like this you have your shop window, tastefully decorated, I hope, with the most attractive products of this and other provinces, experts to explain and demonstrate their usefulness, and—most important for the success of the Exhibition—I hope there will be buyers for the Indian market and for the export market ready to appreciate the quality and to place large orders for such of the goods as can be guaranteed to maintain the standard of quality of the specimens shown. The Bihar and Orissa Cottage Industries Institute already has a name and a trade in textiles both in England and

other Western Countries. When I visited the British Industries Fair, a few years ago, I brought away the information that there was also a good market for baskets produced in India, and I believe that market is being secured. I believe also that there are other products which if only they can be brought to the public eye, will command a ready sale. In particular, speaking as a very old resident of Chota Nagpur, I have great hopes that the lac industry by the development of its plastic potentialities will secure a stable position in the markets of the whole world, as I am certain that it can do if the Namkum Institute is conducted with vision and zeal for the interests of the lac-grower.

6. If at this Exhibition we can establish contact between the trader and the craftsman, we shall have attained our first object.

The Exhibition I believe also contains much that is of interest to the craftsman and also to the agriculturist as well as to the trading community. The demonstrations of implements and machinery should show them how they can improve upon primitive or uneconomic methods of production. Such demonstrations, I hope, will be eminently practical of methods not too elaborate or expensive for adoption by the craftsmen and the agriculturists.

7. The participation of other provinces in this Exhibition is of importance, in order that we may learn from them and they may learn from us the developments taking place in small industries and the manufactures which are meeting a public demand. As testimony to the value attached to it by one of the most important Departments of Government, I would mention that the Director of Posts and Telegraphs is one of our exhibitors.

8. I should like now to convey a welcome to visitors from other provinces. our thanks to the Commissioner of Patna Division, the Director of Industries and to the members of Committee who have worked hard for the organisation and success of this Exhibition, and to voice our hope that this Exhibition will be so successful that it will be frequently repeated in this and other provinces and serve as a real stimulus both to our handicraftsmen and to the trade of the country.

9. I also wish to thank the Directors of Industries of other provinces who have co-operated with us in making known the purpose of the Exhibition and securing many exhibitors from the different parts of India.

10. I will now declare the Exhibition open.

C.—Speech delivered by His Excellency Sir James Sifton at the Annual Meeting of the Bihar and Orissa Chamber of Commerce at Patna on the 21st March 1936.

MR. PRESIDENT AND MEMBERS OF THE BIHAR AND ORISSA CHAMBER OF COMMERCE,

I will take steps to forward to the Viceroy your message of sorrow at the death of His Imperial Majesty King George V, and to convey your condolence to Her Majesty the Queen and the Members of the Royal Family.

I must now thank you for the cordial welcome you have given me at this my first visit to Bihar and Orissa Chamber of Commerce; I am glad to have this opportunity of meeting you here to-day.

Your President has referred first to the economic depression which began six years ago and from which the world trade has only recently begun to recover. He has pointed out that the effects of the depression have been

GLOSSARY—*concld.*

VERNACULAR.	ENGLISH.
Kabil-lagan	Land assessable to rent.
Karbala	. A place where religious emblems of the Muharram festival are deposited.
Khasmahal	... Under direct management of Government.
Khanapuri	.. Preparation of draft record-of-rights in land after the survey is completed.
Mela	... Fair or religious gathering.
Madrasa	.. School for education in Urdu, Persian and Arabic.
Maktab	... Elementary village school for education in Urdu.
Muharram	... A Muhammadan festival.
Mahabir Jhanda	.. The flag of Mahabir.
Nilgai	... Literally "Blue cow"—a species of deer, revered by some classes of Hindus.
Pachwai	.. Beer made from grain, usually rice.
Panchayat	... A committee, a body of arbitrators, originally five in number.
Pathshala	... Elementary village school where Sanskrit is also taught.
Patwari	... A rent collector.
Rabi	... The spring harvest.
Raiyat	... A tenant cultivator.
Rakhat	... Reserve (of forests).
Rahat pump	... Persian wheel.
Ramnavami	... A Hindu festival.
Rathjatra	... The car festival.
Sahiwal	... A Punjab breed of good milch cattle.
Sanatanist	... A follower of Sanatan Dharma, i.e., an orthodox Hindu.
Swaraj	... Self-Government.
Singhara	... Water berry.
Shikari	... A man after game.
Takavi	... Agricultural.
Tari	... Fermented juice of the palm tree (toddy).
Tharparkar	... A fine breed of cattle originally from the province of Sind.
Tibbi	... Medical science of the Muhammadans.
Tol	... School for Sanskrit education.
Vaidya	... A doctor.

MEASUREMENTS.

80 tolas	=16 chitaks=1 seer (about 2 lbs. avoirdupois).
40 seers	=1 maund.
1 lakh	=1,00,000.
1 crore	=100 lakhs.

Bihar GP (Rev.) 34—700—8-3-1938—MMG and others.